EXECUTIVE SUMMARY

This Comprehensive Plan revision has been prepared to articulate community members' collective vision for the future of Pullman and to describe the means by which the community will realize that vision. This plan revision expresses these objectives through narratives, maps, tables, goals, and policies. This document replaces the Pullman Comprehensive Plan that was adopted in 1982. Much has occurred since that time, and it is prudent to periodically update city plans to ensure that they are relevant to community needs.

This Comprehensive Plan revision contains ten chapters. Five of these chapters are referred to as "elements." These elements, which set forth the goals and policies of the plan as well as official maps, are the major components of the plan. A synopsis of each of the chapters is provided below.

CHAPTER ONE: INTRODUCTION

This chapter presents an overview of the plan revision. It describes a comprehensive plan as the community's guide to future growth and development. Under Washington state law, a comprehensive plan for a city such as Pullman must have at least a land use element and a transportation element; other elements are optional. The chapter concludes with a discussion of the document's contents and the measures that will likely be employed by the city to implement the plan revision.

CHAPTER TWO: PROCESS

This chapter describes the process used to produce the plan revision. The city of Pullman's first Comprehensive Plan was adopted in 1961, followed by major revisions completed in 1972 and 1982. This 1999 plan revision began with citizen participation activities in the early 1990's. In 1997, the city retained a consultant, David Evans and Associates, to assist in the development of the plan. During that year, the city held a number of public meetings to gather public input and discuss community issues with the City Council and Planning Commission. In 1998, the consultant and city staff prepared a complete draft of the plan, which was carefully reviewed by the Planning Commission during a series of meetings. In late 1998/early 1999, the Commission conducted a public hearing on the plan revision and transmitted its preferred version of the plan to the City Council. After amending the document somewhat, the City Council adopted the plan at a public meeting on March 9, 1999.

CHAPTER THREE: EXISTING CONDITIONS

The "Existing Conditions" section provides background information and future projections related to the plan revision. Significant points raised in this chapter are presented below.

Pullman is located in the heart of the agricultural region known as the Palouse. It is the home of Washington State University, a land grant institution founded in 1890. The

estimated 1998 population of Pullman was 25,070. The maximum population projected to reside within the city in the year 2020 is 33,650.

Several types of land uses, varying in intensity from open space to industrial, are found in Pullman. WSU owns or controls nearly 50 percent of the land in the city. The remainder of the city is occupied primarily by residential uses in a relatively compact development pattern. The community provides for various modes of travel and is continuously maintaining and enhancing its transportation network. Pullman is served by city water, sanitary sewer, and storm drain systems, as well as necessary private utilities. Also, the city maintains a number of parks and other recreational facilities to meet the needs of the community.

CHAPTER FOUR: PULLMAN'S FUTURE VISION

The vision statement set forth in this chapter is derived from input received in recent years from community residents and landowners, local merchants, and city officials. It describes a desired outcome for the future of the city.

This vision, in essence, depicts Pullman as a proud, active, caring community that values its small, college town atmosphere. Pullman is envisioned to have a strong sense of community, reinforced by positive interaction among residents; enjoyment of the many amenities, facilities, and services available here; and a shared commitment to maintaining the community's long-term health and stability.

CHAPTER FIVE: LAND USE ELEMENT

The Land Use Element is a central feature of the plan revision because land use affects and is affected by all other facets of the community. This chapter displays a land use plan map showing the distribution of land use designations (e.g., residential, commercial, and industrial) within the city and its environs. It also sets forth a number of goals and policies to guide land use in this community. Major goals and policies presented in this chapter are as follows:

- maintain an urban growth area that promotes efficient urban development and farmland preservation
- coordinate with Whitman County to manage land use beyond the city limits
- annex land in an orderly fashion
- maintain a mixture of housing densities in the city while protecting the integrity of neighborhoods
- maintain the downtown as the key commercial district in the community, and promote the establishment of clustered commercial facilities in outlying areas of the city
- cooperate with local economic development organizations to diversify the city's industrial base
- allow WSU to exercise control over its own land use activities and cooperate with the university on matters of mutual interest

CHAPTER ONE
INTRODUCTION

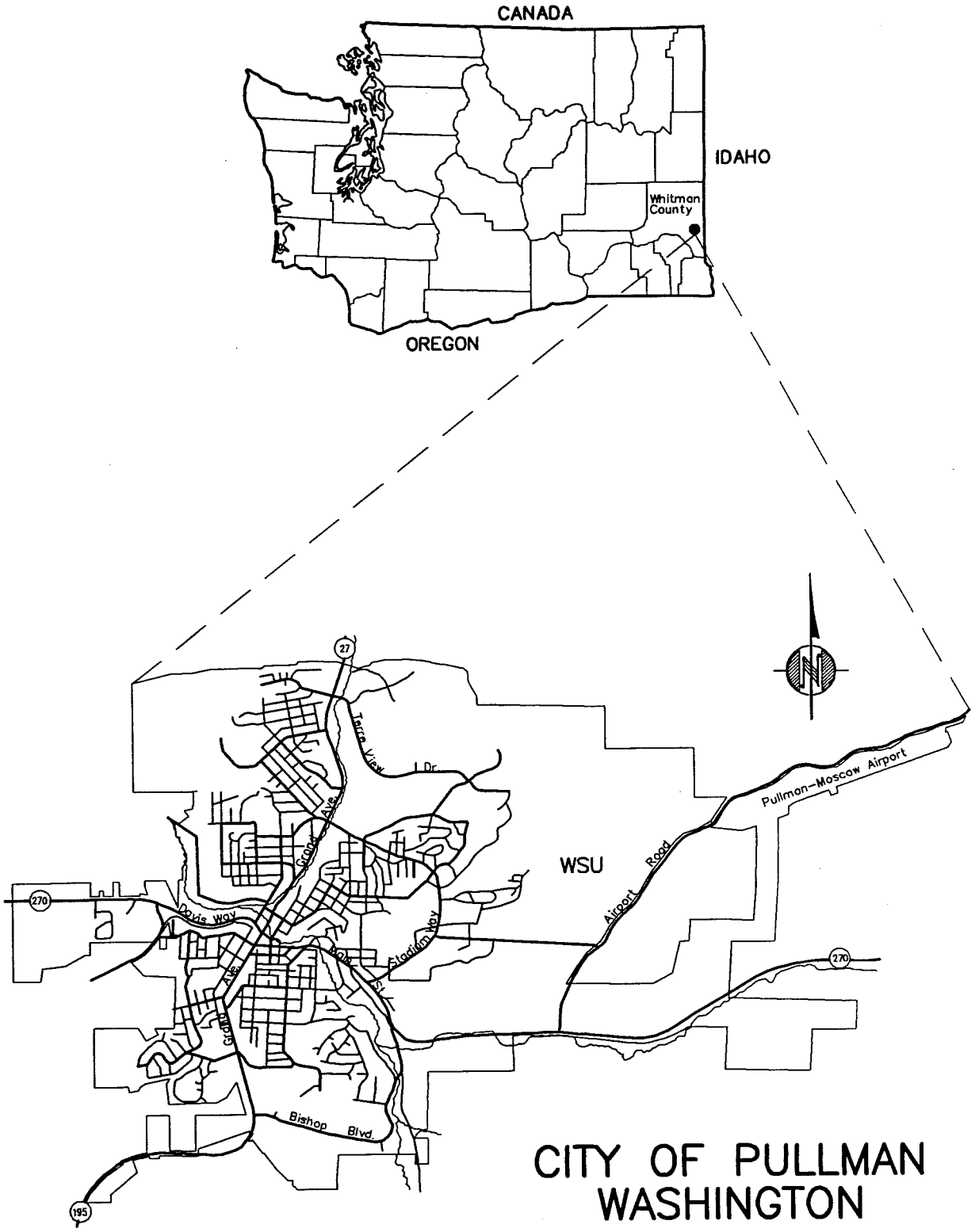
Pullman's comprehensive plan is this community's guide to future growth and development. The interests of community members are expressed in the plan through a set of goals and policies outlining a preferred future development process and vision. The plan expresses the principles that the citizens want to guide growth and development. Reference should be made to these principles when public commitments are to be made that will affect Pullman's physical, social, and/or economic environment. Private decisions that fall within the purview of city policies should also follow these principles. When the city ensures that public and private decisions are consistent with the Comprehensive Plan, the vision of community members as expressed in the plan is implemented in ways that enable residents to continue to enjoy their community, their homes, and their property.

Typically, comprehensive plans have at least a 20-year horizon to provide ample time for a community to realize the vision described in the plan. Although the legislative body of a jurisdiction (in this case, the Pullman City Council) officially adopts the plan, the document is designed to reflect the interests of all city residents through public participation activities that start early in the process and continue until plan adoption.

The authority to create a comprehensive plan is set forth in Washington state law. An urban area classified as a "code city," such as Pullman, can choose to form a planning commission. If the city decides to create a planning commission, then state law requires that jurisdiction to adopt a comprehensive plan for "anticipating and influencing the orderly and coordinated development of land and building uses of the code city and its environs."

Pullman, located in Whitman County (see Figure 1-1), is not mandated to implement all the requirements of the Washington Growth Management Act of 1990 (GMA). Within a non-GMA jurisdiction such as Pullman, the mandatory features of a comprehensive plan are as follows:

- a Land Use Element which includes a map showing the appropriate location for different land uses (such as residential, commercial, and industrial) and recommended standards for population density and building intensity
- a Transportation Element designating a system of roads, trails, and transportation facilities to safely and efficiently move goods and people throughout the community; this element should be compatible and integrated with the land use plan for the city
- identification of Critical Resource Areas (such as wetlands and wildlife habitat areas), and goals and policies for their protection



CITY OF PULLMAN WASHINGTON

VICINITY MAP

FIGURE 1–1

In addition, this city has determined that its Comprehensive Plan should also include the following elements:

- a Capital Facilities and Utilities Element, setting policies for extending city services (water, sewer, police, emergency services, etc.) and for the use of public right-of-way by private utilities; this would include policies addressing provision of telecommunications services to all parts of the city
- a Housing Element addressing the need to provide sufficient land to accommodate housing for expected growth, encourage rehabilitation and upkeep of existing housing, prevent discrimination, and provide assistance to households with special needs (for example, the disabled, elderly, and single parents of minor children)
- a Parks and Open Space Element setting standards for provision of parks and recreation facilities and containing a plan to ensure that adequate recreation opportunities are available to all residents

This Comprehensive Plan has a vision statement for the community, along with goals and policies to guide development over the next twenty years. The goals and policies address issues identified by residents, city officials, and staff at a series of meetings held during the past few years. They reflect input on the future land use pattern and supporting infrastructure preferred by residents.

Once adopted, the comprehensive plan serves as a basic source of reference for future legislative and administrative action. It is not to be construed as a direct restriction of property rights or land uses. The vision embodied in a comprehensive plan must be implemented through regulations, programs and budgetary actions approved by the City Council. The most common way to implement a comprehensive plan is through adopting a zoning code, which sets forth standards regarding where and how development can occur in a locality. Other types of laws typically used to enforce the concepts of a comprehensive plan are subdivision ordinances, environmental regulations, and engineering design standards. Programs initiated to implement a comprehensive plan could include such undertakings as a sidewalk repair operation, housing maintenance campaign, city beautification program, or water quality protection effort. Oftentimes, the comprehensive plan will call for the construction or maintenance of major facilities that are funded through the city's Capital Improvement Program or Transportation Improvement Program. Both programs outline city expenditures for public facilities over a six-year future timeline that is updated annually.

CHAPTER TWO
PROCESS

Due to a community's dynamic nature, city officials are continuously monitoring existing and anticipated conditions in the locality and assessing when it is appropriate to amend its comprehensive plan to best suit residents' needs. In Pullman, this sort of "community pulse-checking" activity has occurred since the initiation of comprehensive planning here.

The city of Pullman adopted its first Comprehensive Plan in 1961. This plan, prepared by consultant Harlan Nelson and Associates of Lake Oswego, Oregon, presented some rudimentary objectives related to the development of the community. In 1972, the city adopted a revision to the 1961 document. This 1972 plan, produced at a time of significant growth at WSU, predicted a future population of 100,000 people for Pullman. It also envisioned an extension of the city limits several miles into the countryside. In 1982, another Comprehensive Plan revision was adopted. Relative to the 1972 document, the 1982 plan presented greatly scaled-down expectations for growth. The 1982 plan stated that, since significant population increases were not anticipated, "Pullman can concentrate on maintaining and improving existing neighborhoods, commercial areas, and public facilities, rather than worrying about new areas far beyond the current city limits."

Pullman began the process of developing a major revision to the 1982 plan in the early 1990's with public participation activities such as the Pullman 2000 forums and a series of neighborhood meetings. These events helped to identify community members' interests and concerns. While compiling the results of these citizen input activities, city staff also reviewed a substantial amount of information regarding existing conditions in the community and projections for its future.

Early in 1997, the city decided to retain the services of a consultant, David Evans and Associates, Inc. of Spokane, to assist in the preparation of the plan revision. The consultant's first product was a report entitled *Issues, Opportunities, and Constraints*, based on the material city staff had assembled earlier regarding existing conditions and future projections.

In the spring of 1997, preliminary goals and policies for the plan revision were prepared and distributed to the public. The city conducted a public meeting soon thereafter to obtain input on these draft goals and policies and to learn more about issues of significance to community members.

Also in the spring of 1997, work began on an amended city land use plan map for inclusion in the Comprehensive Plan revision. The consultant and city staff cooperated to formulate three different scenarios, labeled Alternatives A, B, and C, which depicted different patterns for future growth in the greater Pullman area. These three scenarios are described below.

- Alternative A called for a dispersed, low density development pattern and

substantial separation between dissimilar uses

- Alternative B called for a compact development pattern with an emphasis on high residential densities and mixed land uses
- Alternative C proposed a continuation of the adopted 1982 Comprehensive Plan land use plan with some minor adjustments; with respect to land use density, it represented a mid-range alternative between the two extremes depicted in Alternatives A and B

Once these alternatives had been produced, the city held an open house to listen to citizens' comments regarding the three different scenarios. Of the options presented, Alternative B was preferred by most attending the session, but some aspects of this alternative were clearly not well-received, such as the proposal to designate the vast majority of College Hill as high density residential.

Based on the input received at this open house, city staff and the consultant created a "Recommended Alternative" land use plan. This plan represented a combination of the public's most preferred elements from the three original scenarios, as identified during the open house. This "Recommended Alternative" plan map was the subject of another public meeting at which residents were afforded the opportunity to provide further input. Feedback from those in attendance was positive.

During this time, both the Planning Commission and City Council held public discussions regarding community challenges and possible solutions. Both bodies conversed at length about growth, land use, housing, transportation, public facilities, parks, and the environment. The comments generated during these discussions were then used to revise the proposed goals and policies and draft land use plan map for the Comprehensive Plan.

Through the latter half of 1997 and the first few months of 1998, a complete draft of the Comprehensive Plan was assembled by the consultant, with assistance from the Spokane Regional Transportation Council. In the spring of 1998, this draft was introduced to the public at a joint session of the City Council and Planning Commission. At workshops conducted over the next six months, the Planning Commission carefully reviewed the draft plan and called for an extensive number of changes to the document. The city's Environmental Quality Commission and Parks and Recreation Commission also examined the draft plan and suggested alterations to it.

Once all of the above-referenced amendments had been made, the Planning Commission initiated a public hearing in the fall of 1998 to solicit formal public input on the plan revision. At this hearing, community members, representatives from local organizations, and public officials either expressed support for the plan's concepts or requested changes to the document. The Commission then addressed each suggested amendment to determine whether it should be incorporated into the plan and finalized its preferred version of the document. In January of 1999, the Planning Commission passed a resolution recommending approval of the draft plan revision to the City Council.

The draft plan revision was presented to the City Council at a meeting held in February. At that session, staff provided a summary of the document's contents and informed the Council of the significant policy shifts represented in the draft plan. Then, at its meeting of March 9, 1999, the Council made several modifications to the plan and officially adopted this amended version of the document as the new Pullman Comprehensive Plan.

CHAPTER THREE
EXISTING CONDITIONS

Pullman, located at latitude N 46°43'40" and longitude W 117°11'00", is situated in the southeastern part of Whitman County, Washington, in the heart of the agricultural region known as the Palouse (see Figure 1-1). The city occupies approximately eight square miles of land, with an estimated 1998 population of 25,070. It is the largest city in Whitman County.

LAND FORM

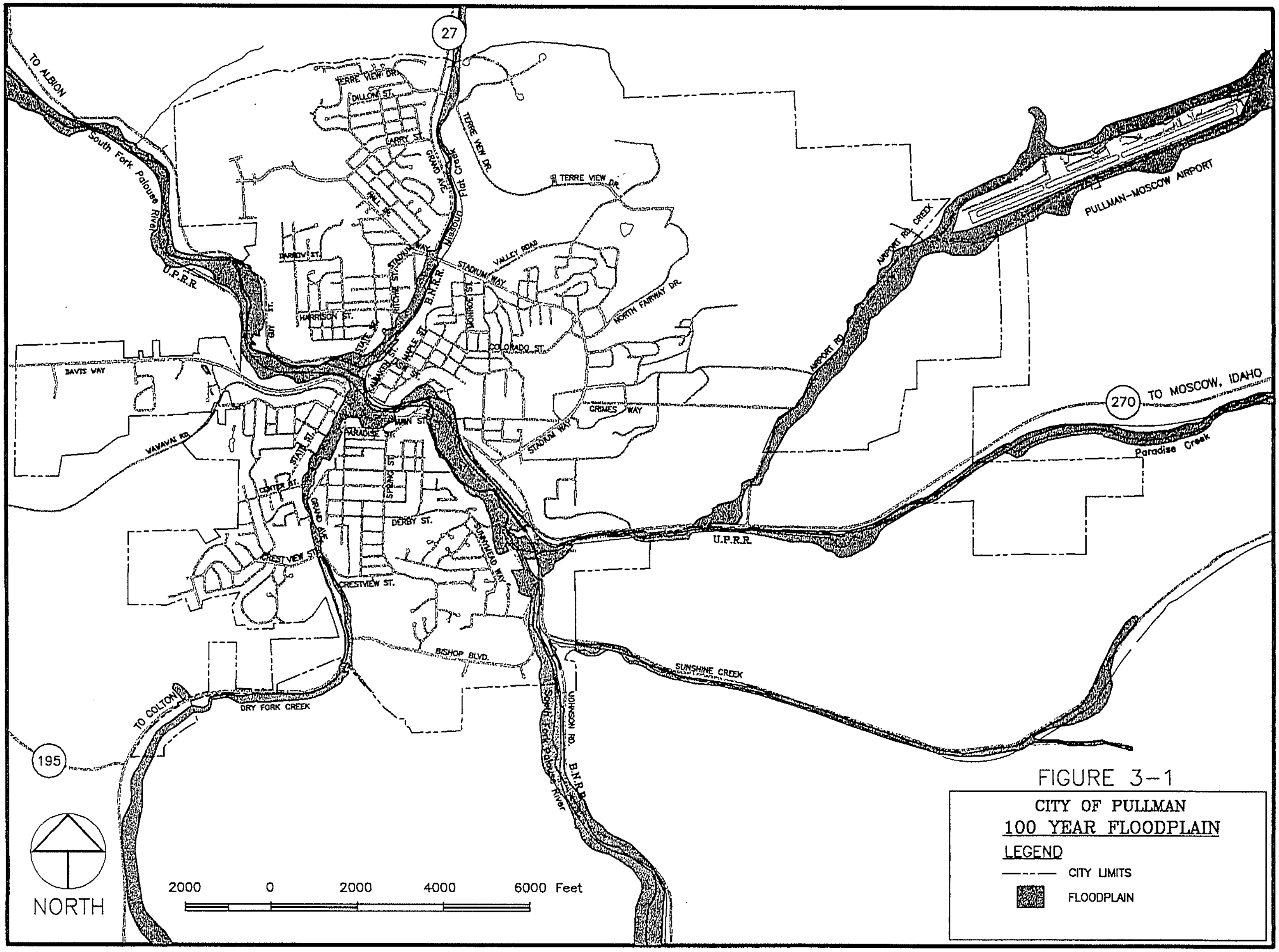
The rich farm land of the Pullman area originated as wind-deposited silt or loess, commonly known to geologists as the *Palouse Formation.* The source of this material was most likely from the silt and clay outwash from the ice sheets of the Pleistocene era. The hilly topography of the region is the result of erosion. These rolling hills surround narrow stretches of flat land, which define the area's drainage patterns. Ground elevations within the city range from approximately 2,300 feet to more than 2,700 feet above mean sea level.

The Pullman area contains eleven major soil types, as identified in the *Soil Survey of Whitman County, Washington*, prepared by the U.S. Department of Agriculture, Soil Conservation Service (1980). Most of these soils are well-drained, moderately deep, and moderately permeable. Of the area's soil types, the Thatuna silt loams with slopes greater than seven percent are identified as having the potential for severe erosion hazard. In addition, some areas with steep slopes may be considered as landslide hazard areas. Soils with limitations for building development are identified in Pullman's *Growth Management Manual.*

Missouri Flat Creek, Dry Fork Creek and Paradise Creek meet the South Fork of the Palouse River in Pullman. The drainage basin of the South Fork of the Palouse River is approximately 132 square miles, located north, east, and south of the city. The eastern boundary of this drainage basin is the crest of the Moscow Mountains in Idaho, at an elevation of approximately 5,000 feet.

Pullman is susceptible to periodic flooding, with the earliest of such recorded events occurring in 1884. The largest flood event since the settlement of the city occurred in 1910, when flood waters (estimated to be a 125-year event) destroyed bridges, buildings and streets in the downtown area. One-hundred-year flood events occurred in 1948 and in 1972, and smaller events happened more recently, in 1996 and 1997. Floodways and flood fringe areas are identified on maps prepared in 1981 by the Federal Emergency Management Agency for the National Flood Insurance Program. Figure 3-1 shows flood hazard areas.

Pullman, along with all of Whitman County, is identified in the *Uniform Building Code of Washington State* in Seismic Zone 2B, a medium-risk zone. There are no known faults likely to create a seismic hazard within the city. Pullman also contains no mine or volcanic hazard areas.



27
TO ALBION
South Fork Palouse River
U.P.R.R.
TERRE VIEW DR.
DILLON ST.
LARRY ST.
GRAND AVE.
Missouri Flat Creek
TERRE VIEW DR.
STADIUM WAY
VALLEY ROAD
B.N.R.R.
HARRISON ST.
NORTH FAIRWAY DR.
COLORADO ST.
DAVIS WAY
MAIN ST.
PARADISE
GRIMES WAY
STADIUM WAY
VAVAVAI RD.
STATE ST.
CENTER ST.
GRAND AVE.
DERBY ST.
CRESTVIEW ST.
CRESTVIEW ST.
BISHOP BLVD.
TO COLTON
DRY FORK CREEK
195
JOHNSON RD.
South Fork Palouse River
B.N.R.R.
SUNSHINE CREEK
U.P.R.R.
AIRPORT RD.
AIRPORT RD. CREEK
PULLMAN-MOSCOW AIRPORT
270
TO MOSCOW, IDAHO
Paradise Creek
NORTH
2000 0 2000 4000 6000 Feet
CITY OF PULLMAN
100 YEAR FLOODPLAIN
LEGEND
CITY LIMITS
FLOODPLAIN

FIGURE 3–1

AIR AND SURFACE WATER QUALITY

There is no data available relative to general ambient air quality conditions for the city of Pullman. However, the Pullman area is considered to be free from any excessive air pollution, except for seasonal smoke from field stubble burning and dust storms from cultivated fields.

Automobile traffic in Pullman is a potential source of air pollution emissions in Pullman. These emissions are carbon monoxide, hydrocarbons, nitrogen oxides, and particulates.

Local surface water quality has been adversely affected by agricultural and urban activities in the region. Up-river, mining, logging, and other operations have also exacerbated water quality. The South Fork of the Palouse River and/or its tributaries have exceeded federal water pollution standards for temperature, turbidity, nitrate concentrations, and coliform density. In response to this, the Palouse Conservation District in Pullman has initiated a local watershed planning effort by organizing a group of scientists, farmers, public officials, and interested citizens to identify problems and propose solutions.

Local wetlands can play an important role in improving surface water quality, as well as providing valuable habitat for wildlife and vegetation. Pullman's *Growth Management Manual* (GMM) protects the city's wetlands and associated buffer areas by either preventing their disturbance or requiring that their functions and values be replaced through mitigation measures.

Under the Washington State Four-Tier Wetlands Rating System, wetlands are ranked as Category I (highest quality) through IV (lowest quality). Although Pullman has no known Category I wetlands, the GMM does designate the following areas as Category II wetlands:

- South Fork of the Palouse River
- Missouri Flat Creek
- Paradise Creek
- Sunshine Creek
- Terre View Wetland
- Airport Road Creek

The city contains a number of Category III and IV wetlands as well. Known Category III and IV wetlands are well-dispersed throughout the city and new ones are continuously being identified as development is proposed for vacant properties.

VEGETATION AND WILDLIFE

Within the city, there are four species of plants listed as endangered, threatened, or sensitive by the state of Washington. They are Palouse goldenweed, Spalding's silene, Palouse milk-vetch and Jessica's aster. A more detailed description of these plants can be found in the city's *Growth Management Manual* (GMM).

Plant species designated to be of possible local importance in the GMM are the Black Hawthorn/Snowberry plant community and the Idaho fescue/Snowberry plant community. These habitat areas are found in various locations throughout greater Pullman.

There are no state-designated endangered, threatened or sensitive fish or wildlife species identified in Pullman. Known wildlife habitats identified as being of local importance in the GMM are the city's parks and cemeteries, wetlands and their respective buffer areas, the Pullman-Moscow Regional Airport, and the city nursery area located near Douglas Drive. Animals (such as deer, beavers, and coyotes) and birds (such as pheasants, hawks, and owls) are plentiful in the region.

Designated plant and wildlife habitat areas in Pullman are protected through the provisions

of the GMM in a similar manner to that described above for wetlands. The manual calls for protection of the resource either through preservation of habitat or compensatory action for displacement impacts.

LAND USE

The city features several types of land uses, varying in intensity from open space to industrial. Table 3-1 shows land use acreage by type in 1998, and Figure 3-2 shows where these land uses are located.

The urban core of the city began at the confluence of Missouri Flat Creek and Dry Fork Creek. This downtown center serves the residential areas that have developed on Pullman's four hills. Surrounding the city on all sides is prime agricultural land, regarded by many as some of the richest soil on the planet. As development has occurred in and around Pullman, agricultural uses have been displaced. It is anticipated that such displacement will continue to occur as development pressures persist.

Since its inception in 1890, Washington State University (WSU) has virtually defined the city's growth and development patterns. Nearly 50 percent of land within the city limits is owned or controlled by the university. In addition, many land use decisions in other areas of the city are directly or indirectly affected by WSU.

The city's residential areas have developed in a compact development pattern of single-family and mixed density areas. Pullman has a greater percentage of high density, multi-family residences than other cities of similar size in eastern Washington, primarily in response to the market demands presented by students, faculty, and staff at WSU. There are more units of multi-family housing than single family homes.

Table 3-1
Existing Land Uses within City Limits

Land Use	Acres	Percent
Residential	1,413	37.2
Low Density	1,093	28.8
High Density	320	8.4
Commercial	242	6.4
Industrial	222	5.8
Parks and Open Space	86	2.3
Public	210	5.5
WSU	1,622	42.7
TOTAL	**3,795**	**100.0**

Source: City of Pullman (1998)

Within the more recent past, increasing amounts of land have been devoted to industrial development. Also, for the first time, industrial development is occurring in areas located outside floodplains.

Some property within the city is utilized for agricultural purposes. However, the city has not designated any land to be of long-term commercial agricultural significance, as permitted under the provisions of the Washington Growth Management Act. There is also no property categorized as forestland in Pullman.

Mining is permitted as a conditional use in some industrial areas of the city. However, this activity is not considered to have any long-term commercial significance. Therefore, no mineral resource lands have been designated in Pullman.

Pullman includes vacant property sufficient to accommodate substantial growth within the city limits. Estimates of available land are shown in Table 3-2.

Table 3-2 Acres of Vacant Land in 1998 by Land Use Category within City Limits	
Category	**Acres**
Low Density Residential	481
High Density Residential	434
Commercial	209
Industrial	359
TOTAL	**1,483**
Source: City of Pullman (1998)	

POPULATION AND DEMOGRAPHICS

The city's population in 1998 (the base year for much of the information contained in this plan) was estimated at 25,070. The 2000 and 2010 Census population counts for Pullman were 24,675 and 29,799, respectively. During the 1990s, the city's population increased at a 5.1 percent rate. In the decade between 2000 and 2010, the number of community residents expanded by 20.8 percent.

The city estimates that, in 2010, the number of WSU students living in Pullman was 17,320 (comprising 58 percent of the total population). Of course, during semester breaks and throughout the summer months, the student population in town decreases markedly.

Due to the large contingent of university students in the community, Pullman's population is quite young when compared to other cities. About two-thirds of the city's population is 24 years old or younger. Approximately four percent of the population is 65 years of age or older. Since the 1990's, efforts have been made to retain more retirees in Pullman through the provision of appropriate housing and services.

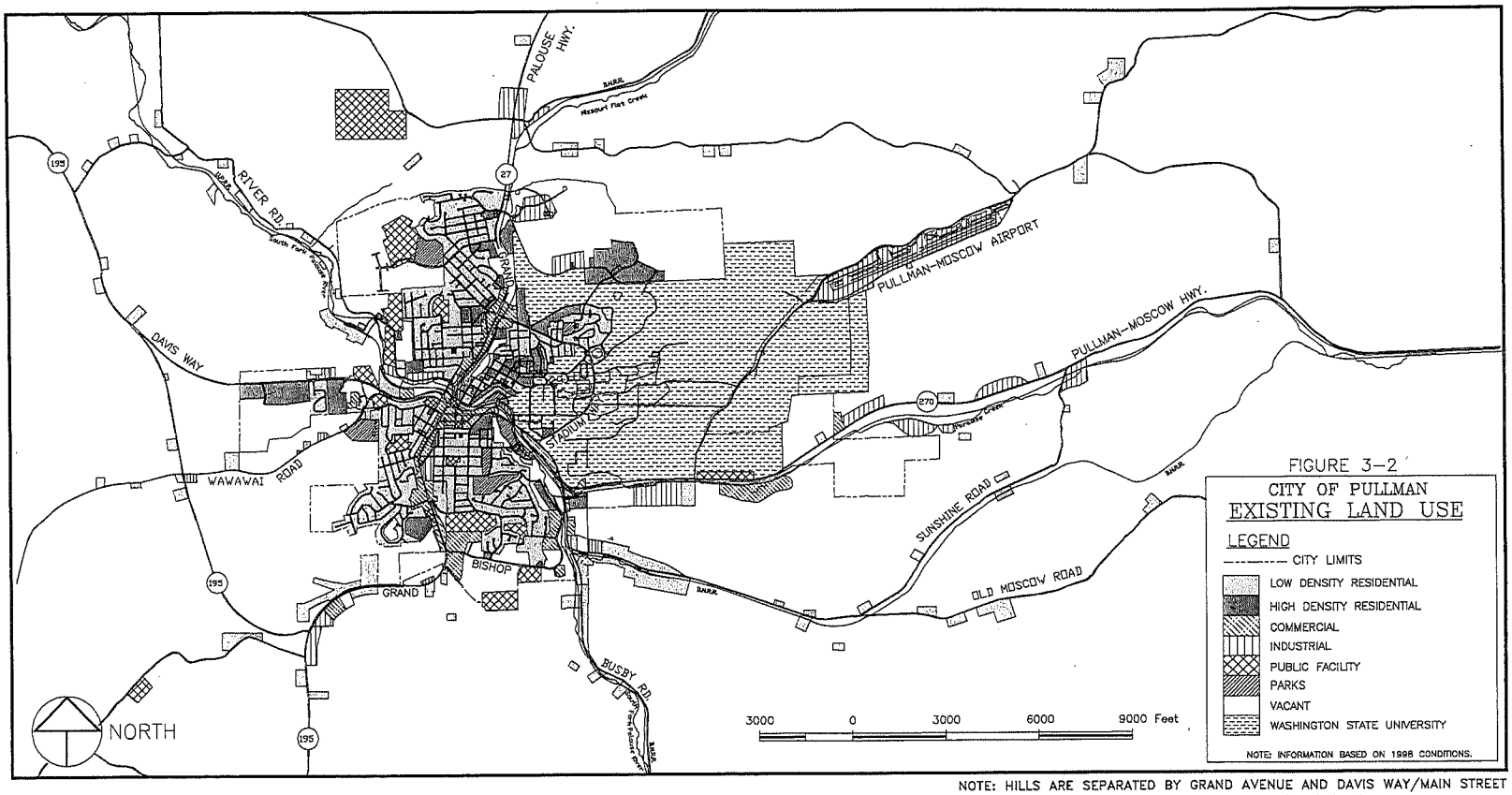
2009 Census Bureau figures show that per capita income in Pullman was $15,629 and median household income was $21,856. For the state of Washington as a whole, per capita income was $29,320 and median household income was $56,384. The income figures for Pullman are lower than those for the state primarily because of the substantial student population here.

The racial composition of the city is marked by a sizable white population, which comprises 79.3 percent of the total. The largest non-white racial group is Asian, at 11.2 percent of total population. Blacks represent 2.3 percent of the population, while less than one percent are listed as American Indian/Alaska Native. Persons of Hispanic origin, regardless of race, comprise 5.4 percent of the population.

PROJECTED GROWTH

In the past, growth in Pullman has been very closely tied to growth at WSU. While WSU is expected to continue to be a major driver of change in the city, the trend in recent years has been to a diversification of the economic base. The WSU Research and Technology Park and Port of Whitman County Industrial Park are home to a variety of businesses building off the research and training of the academic community.

The Washington Office of Financial Management (OFM) prepares population and employment forecasts for each county and the state as a whole. State law mandates use of these forecasts as the basis for long range



NOTE: HILLS ARE SEPARATED BY GRAND AVENUE AND DAVIS WAY/MAIN STREET

College Hill (NE)

	ACRES
• LD RES.	146.6
• HD RES.	156.2
• COMMERCIAL	49.0
• INDUSTRIAL	192.5
• PARKS	8.1
• PUBLIC FACILITIES	18.7
• WSU	1622.4
• VACANT	522.2
Z LD RES	3.6
O HD RES	276.4
N COML	65.4
E INDL	176.8
TOTAL	2715.7

Military Hill (NW)

	ACRES
• LD RES.	378.4
• HD RES.	48.6
• COMMERCIAL	31.7
• INDUSTRIAL	12.9
• PARKS	22.9
• PUBLIC FACILITIES	97.7
• VACANT	296.7
Z LD RES	233.1
O HD RES	42.1
N COML	
E INDL	21.5
TOTAL	888.9

Sunnyside Hill (SW)

	ACRES
• LD RES.	275.6
• HD RES.	61.1
• COMMERCIAL	41.4
• INDUSTRIAL	6.7
• PARKS	20.5
• PUBLIC FACILITIES	17.5
• VACANT	206.4
Z LD RES	116.1
O HD RES	68.9
N COML	21.4
E INDL	
TOTAL	649.2

Pioneer Hill (SE)

	ACRES
• LD RES.	292.5
• HD RES.	35.7
• COMMERCIAL	120.3
• INDUSTRIAL	10.3
• PARKS	34.6
• PUBLIC FACILITIES	76.5
• VACANT	458.4
Z LD RES	128.0
O HD RES	46.8
N COML	122.6
E INDL	161.0
TOTAL	1026.3

planning by local jurisdictions. Distribution of the forecast growth within the county is left up to the jurisdictions in the county. Whitman County is also in the process of updating its Comprehensive Plan, and has identified the Pullman area as the likely focus for much of the growth in the county. Table 3-3 shows the historic and forecast growth for the county, city, and WSU.

As shown in Table 3-3, the projected population for Pullman in the year 2060 is 46,000. This figure reflects the city's portion of an intermediate estimate between the medium and high OFM population predictions for Whitman County, extrapolated from 2030 (the furthest year in the future for which OFM has provided population forecasts).

Table 3-3
Historic and Projected Population and Enrollment

Year	WSU Student Enrollment[1]	Pullman[2]	Whitman County[3]
1890	N/A	868	N/A
1900	389	1,308	25,360
1910	1,016	2,602	33,280
1920	1,911	2,440	31,323
1930	3,270	3,322	28,014
1940	4,035	4,417	27,221
1950	5,446	12,022[a]	32,469
1960	6,837	12,957	31,263
1970	14,520	20,509	37,900
1980	16,786	23,579	40,103
1990	15,970	23,478	38,775
2000	15,864	24,675	40,740
2010	18,232	29,799	44,776
2020	20,000	31,470	47,110
2030	24,000	34,610	51,650
2040	24,000	38,050	56,620
2050	32,000	41,840	62,070
2060	32,000	46,000	68,040

Source:
[1] 1890-2050: WSU Institutional Research and Capital Planning and Development Offices; 2060: City of Pullman, based on WSU data (all figures represent fall enrollment for the Pullman campus).
[2] 1890-2010: U.S. Census; 2020-2060: City of Pullman, based on Washington Office of Financial Management forecasts for Whitman County.
[3] 1890-2010: U.S. Census; 2020-2060: City of Pullman, based on Washington Office of Financial Management forecasts for Whitman County.
[a] The sizeable increase in Pullman's population between 1940 and 1950 is due to the inclusion of university students in the overall total, a policy of the U.S. Census Bureau which has continued since that time.

ECONOMY

The predominant force in Pullman's economy is Washington State University. WSU is by far the largest employer in the city, with 6,340 full and part-time employees (including about 1,200 graduate student assistants); the city's total employment in 1999 is estimated to be about 12,000. Besides the Pullman residents who work at the university, WSU attracts a substantial number of employees from neighboring towns, including Moscow, Colfax, Clarkston, and Lewiston. A recent analysis found that 50 percent of WSU's classified staff and 18 percent of its faculty commute from homes located outside of Pullman. The influence of WSU provides great stability to the local economy, as major universities are not as susceptible as many private industries to fluctuations in the overall economy.

The community also understands the need to diversify its economy so as not to become overly dependent on any one entity. With the assistance of economic development organizations such as the Port of Whitman County, WSU Research and Technology Park, Pullman Chamber of Commerce, Palouse Economic Development Council, and Whitman County Business Development Association, the community has made great strides in facilitating the expansion of existing business and the recruitment of new in-

dustry. Growth of high technology firms in the city has been of particular significance. Currently, apart from the university, the largest employers in the city are Schweitzer Engineering Laboratories, the Pullman School District, Pullman Memorial Hospital, the City of Pullman, the Student Book Corporation, and two grocery stores: Dissmore's and Safeway.

Precise data for city employment are not available for jurisdictions the size of Pullman. However, employment information for Whitman County is illustrative in depicting the character of the local economy. The county's nonagricultural employment and average wages since 1970 are shown in Table 3-4. This table shows recent growth in manufacturing (59% increase between 1970 and 1996); retail and wholesale trade (81% increase); finance, insurance, and real estate (71% growth); services (99% increase); and government (53% growth). The average 1996 wage of $23,480 ranks this county 14th out of Washington's 39 counties in this category. Due to the consistency of the local economy, unemployment in Whitman County is usually the lowest in the state. In 1996, the unemployment rate in the county was 2.3 percent, as opposed to 6.5 percent for the state as a whole.

Although they do not generate much in the way of continuing employment, two other significant factors in the Pullman economy are real estate holdings and agriculture. Because the majority of the city's residents are college students who tend to live in renter-occupied housing, much of the private property in Pullman is owned by landlords. It is estimated that about 350 acres of land in the city is developed with rental housing units. Collectively, this represents a substantial investment by a considerable number of local resident and absentee landowners. With respect to agriculture, Whitman County leads the state in the production of wheat and barley, and farm income constitutes about one tenth of all earned income in the county. Nevertheless, only about three percent of total county employment is involved in farming because local crops are capital rather than labor intensive.

Table 3-4
Nonagricultural Employment and Average Wage in Whitman County, 1970 – 1996

	1970	1980	1990	1996
Construction	460	220	230	380
Manufacturing	220	170	190	350
Transportation & Utilities	440	360	330	390
Retail & Wholesale Trade	1,820	2,350	2,970	3,300
Finance, Insurance & Real Estate	240	320	370	410
Services	920	1,130	1,770	1,830
Government	7,300	9,120	10,500	11,140
TOTAL	11,400	13,670	16,360	17,800
Average Wage	$5,442	$13,375	$19,185	$23,480
County Employment as % of State Employment	1.06%	0.85%	0.76%	0.74%

Source: Washington State Employment Security Department

Retail sales in the city is another indicator of the health of the economy. Table 3-5 displays retail sales from 1993 to 1997 for Pullman as measured against the average of the top 50 Washington cities listed in the State Department of Revenue's *Quarterly Business Review*. (In 1997, Pullman placed 37th in retail sales among those cities registered in this publication). As shown in the table, recent retail sales in this community have grown at a much faster rate than that of comparable cities in the state. From 1993 to 1997, Pullman's retail sales increased by 52 percent; during that same period, the average

retail sales of the 50 cities in this analysis grew by 24 percent.

Table 3-5
Taxable Retail Sales for Pullman and the Average Taxable Retail Sales of the Top 50 Washington Cities Listed in the Department of Revenue's Quarterly Business Review, 1993 – 1997 ($000)

Year	Pullman	% Change	Average of Top 50 Cities	% Change
1993	$148,209	--	$791,544	--
1994	$186,107	25.6%	$835,369	5.5%
1995	$200,296	7.6%	$863,717	3.4%
1996	$214,673	7.2%	$896,122	3.8%
1997	$225,084	4.8%	$978,743	9.2%

Source: Washington State Department of Revenue

The neighboring city of Moscow has, for some time, captured the bulk of the retail trade in the Palouse region. Many in the Pullman community would appreciate a better balance between the two cities with regard to shopping and entertainment opportunities. Recent commercial activity in Pullman indicates that progress is being made toward this objective.

HOUSING

A wealth of information has been gathered about the availability, condition, and cost of housing in Pullman. Two recent documents prepared are *A Housing Availability, Affordability and Condition Assessment and Strategy for Pullman, Washington*, prepared in January, 1997 by the Pullman Housing Task Force, and the *Washington State University Ten-Year Housing Plan Final Report*, prepared in 1995 by Ira Fink and Associates, Inc.

The Pullman housing market is driven by Washington State University. Housing for university students, faculty, and staff occupies about two-thirds of the city's housing stock. From the 1970's to the mid 1990's, pressures from university growth created an extremely tight housing market, where estimates of rental vacancies ranged from 1.2 percent to 3.0 percent. Industry standards suggest that a vacancy rate of five percent is considered "full occupancy" for rental housing, as this rate allows for the optimal operation of the free market. Homeowner vacancy rates in 1996 were low (estimated at 1.1 percent), creating a "seller's market," and keeping housing prices high. According to information from the Pullman Chamber of Commerce, the estimated 1995 average selling price for a three-bedroom home was $118,000, while the estimated rent for an off-campus three-bedroom apartment was $750. These prices are significantly higher than prices found elsewhere in Whitman County and much of eastern Washington.

Starting in late 1996, vacancy rates for both owner- and renter-occupied housing began to rise as residential construction projects continued and enrollment at the university stabilized. This has had a moderating influence on single family home prices and apartment rents.

The average age of Pullman's housing stock appears to be relatively young, as compared to other Whitman County communities. According to 1990 U.S. census data, only 17 percent of the city's dwelling units were constructed prior to 1950. Nearly half (47.7 percent) of all units were constructed between 1970 and 1990. Owner-occupied dwelling units appear to be older, on average, than rental units.

The Planning Department estimates that, as of April, 1998, the Pullman housing inventory consisted of 2,620 single-family dwell-

ings, 875 dwelling units in duplexes, 3,740 dwelling units in multi-family dwellings, 515 mobile homes, and 42 group quarters buildings (fraternities, sororities, and nursing homes). These figures exclude all residential units at WSU.

TRANSPORTATION

The movement of people and goods in a community is critical to all of its functions. In Pullman, various modes of transportation are available to serve those who live, work, or travel in the city. These different modes are described in the following sections.

Motor Vehicle Circulation

The vehicular transportation system in Pullman is dominated by trips to and from the university and the downtown, as displayed in the average daily traffic map (Figure 3-3). The city's topography defines its neighborhoods and traffic patterns. The street network includes many small grid systems with limited continuity between grids. The city's hills, rivers, and railroads restrict the continuity of streets between grid patterns.

Downtown Pullman is the area where the greatest investment in infrastructure has occurred. The streets, sidewalks, and parking areas (both on-street and off-street) are essential to the function of the area as a local and regional commercial and employment core. The downtown location, in a valley surrounded by residential neighborhoods, acts as a natural focus for commercial and civic activity.

The downtown street system experiences congestion from traffic, including a considerable amount of truck traffic, traveling through the city on state highways. This pattern of congestion makes living, shopping, or working downtown less convenient, and therefore less desirable. The relocation of through-traffic would benefit downtown merchants, shoppers, and residents.

There are three national or state highways that are located in the vicinity of Pullman. U.S. Highway 195, which connects Spokane to the Lewiston area, bypasses Pullman to the west. State Route (SR) 270 is a seven-mile state highway beginning at its intersection with U.S. 195 west of the city, traversing through downtown, and extending east to the Idaho border and the city of Moscow. SR 27 begins at its intersection with U.S. 195 near the south boundary of Pullman and proceeds north through the center of the city to Palouse.

The city employs a "functional classification system" for its streets in compliance with state law. This system involves the designation of local roadways in a hierarchical arrangement to guide future use and development of these roadways and adjacent properties. Streets are classified as major arterials, secondary arterials, collector streets, and local access routes. This classification system directly relates to design standards adopted by the city. The "Transportation Plan" section of the Transportation Element (Chapter 7) includes a more detailed description of the above concepts and displays the city's Arterial Street Plan Map.

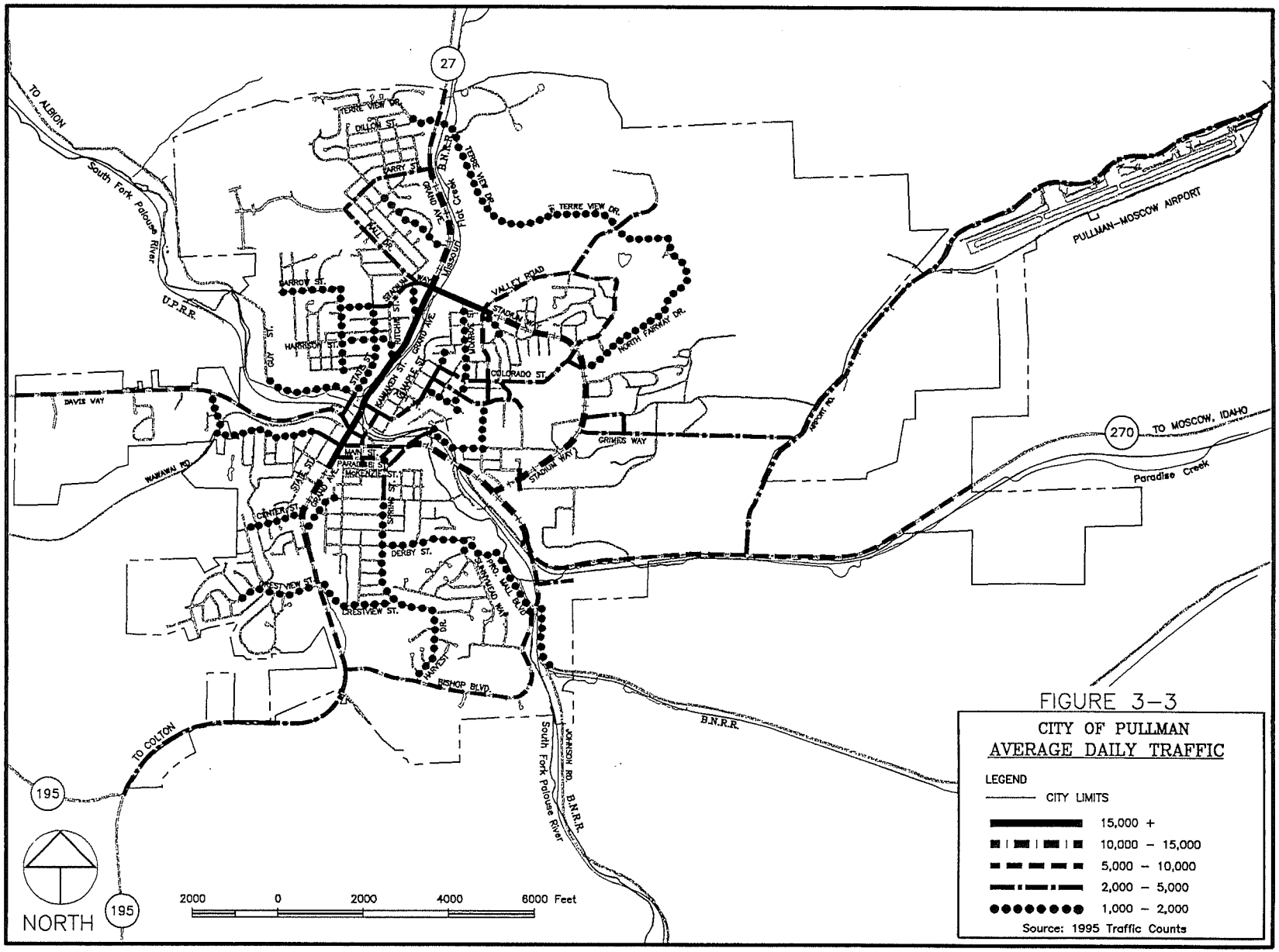


FIGURE 3-3

CITY OF PULLMAN
AVERAGE DAILY TRAFFIC

LEGEND

- CITY LIMITS
- 15,000 +
- 10,000 – 15,000
- 5,000 – 10,000
- 2,000 – 5,000
- 1,000 – 2,000

Source: 1995 Traffic Counts

Pedestrian and Bicycle Circulation

Prior to the 1970's in Pullman, very little focus was placed exclusively on improvements for pedestrian or bicycle transportation. Sidewalks were installed adjacent to city streets, and informal paths were established where streets did not exist.

In 1974, the city developed a pilot project to test bikeway standards following recommendations by the 1971-1973 Pullman Bicycle Trails Committee. The project included a route along Grand Avenue, a WSU/downtown/Pioneer Hill loop, and establishment of minor bikeways along Stadium Way and Valley Road, on Military Hill, and on Sunnyside Hill.

In 1986, following a campaign by the Pullman Civic Trust, the Centennial Path was created to provide a link between the WSU campus and downtown along Reaney Way, Pearl Street, and Spring Street. An offshoot "Palouse Path Task Force" was formulated to encourage the development of a path in the Pullman-Moscow corridor, an effort that would eventually lead to the establishment of the Bill Chipman Palouse Trail. During this time, WSU also took an interest in improvements for nonmotorized transportation. For example, the Glenn Terrell Friendship Mall, a pedestrian way adjacent to Holland Library and the Compton Union Building, was constructed in 1994.

Building on this momentum, the City of Pullman adopted a Pedestrian/Bicycle Circulation Plan in May of 1996. This plan was prepared by the Ad Hoc Pedestrian/Bicycle Circulation Committee, with review by the Planning Commission, and adoption by the City Council.

In preparing this plan, an extensive amount of pertinent information was collected. Surveys conducted during the course of preparing the plan found that approximately 63 percent of the respondents walk outdoors every day and about 30 percent ride a bicycle at least once a week. Responses to questionnaires indicated that pedestrians, joggers, and bicyclists all tend to use arterial streets most often while traveling. An inventory of city sidewalks found that some of them were poorly maintained (uneven surfaces, overgrown vegetation, or seasonal accumulations of snow or gravel) or were discontinuous, thereby forcing pedestrians to walk in the street. The inventory of the city's bikeways revealed several deficiencies, including narrow travel lanes, excessive grades, poor maintenance, and inadequate measures to prevent conflicts at street intersections.

The pedestrian/bicycle plan includes policies and standards related to improving nonmotorized circulation. The plan also proposes a network of pedestrian/bicycle routes throughout the city. A more thorough explanation of this plan, and a depiction of the Pedestrian/Bicycle Circulation Plan Map, is incorporated herein as part of the "Transportation Plan" section of Chapter 7.

In fulfillment of the pedestrian/bicycle plan, the city has effected a number of improvements related to nonmotorized travel in the community. In 1998, the city joined with several other jurisdictions in the area to complete the aforementioned Bill Chipman Palouse Trail between Pullman and Moscow. The city also recently constructed a path along North Grand Avenue between Turner Drive and Terre View Drive, installed a sidewalk along Spring and Crestview Streets near Lincoln Middle School, and added sidewalks where there were missing seg-

ments in the vicinity of Sunny Mead Way. Furthermore, the city upgraded an existing trail along NE Terre View Drive and worked with WSU student organizations to repair a number of deteriorated sidewalks on College Hill near the university.

In 1998, Pullman voters approved a bond measure designed largely to enhance the community's nonmotorized transportation network. This bond measure is funding the continuation of the Bill Chipman Palouse Trail from the southeast part of the city to the north end via the downtown. Additional sidewalk repair at various locations in town is also to be accomplished by means of this bond measure.

Transit Service

Pullman Transit is a city-owned transportation system which began operation in March of 1979. Pullman Transit provides fixed route service throughout the city. It also offers complimentary accessible Dial-A-Ride service, limited to senior citizens and persons with disabilities only.

Pullman Transit has contracts with WSU which allows all students, staff, and faculty to ride its fixed route buses simply by showing a university identification card. In addition, a contract with the Pullman School District allows qualifying elementary, middle, and high school students to ride Pullman Transit buses by showing a school district-issued pass. Pullman Transit also contracts with a local provider to offer taxi service to the community, including trips to the Pullman-Moscow Regional Airport.

Inter-city bus service is also available in Pullman. Wheatland Express operates routes between Pullman and Moscow, Link Transportation Systems offers service from Pullman to the Spokane Airport, and Northwest Trailways provides access to cities across the United States.

Pullman-Moscow Regional Airport

The Pullman-Moscow Regional Airport is a commercial service facility providing scheduled air carrier and general aviation service for residents and visitors in the Pullman/Moscow area. The airport is situated within the city limits of Pullman, east of the WSU campus. The location of the facility is shown in Figure 3-3. The airport has a total land area of approximately 162 acres, of which 119 acres are owned by the City of Pullman and the remainder is leased from WSU.

Air carrier activity encompasses commercial airline activity for transport of passengers or cargo. Regularly scheduled air carrier service at the Pullman-Moscow Regional Airport is provided by Horizon Airlines. General aviation activity consists of all civil aviation operations, except that of certified air carriers, and includes air charter, air taxi, aerial application, corporate, business, and recreational activity.

The airport is considered a regional facility and is operated by an Airport Board made up of representatives from Washington and Idaho. Airport Board membership includes the cities of Pullman and Moscow, the Port of Whitman County, Latah County, WSU, and the University of Idaho. The airport is operated pursuant to an interlocal agreement and an adopted master plan.

The use of the airport is constrained by several factors. The hilly terrain which surrounds the airport limits the airspace, making it difficult to implement a precision instrument approach system. Without such a sys-

tem, aircraft cannot use the facility when visibility is poor, and passengers are often bused to alternate airports during the winter months. Also, some of the design features of the airport are substandard. For example, the separation between the runway and taxiway does not meet current Federal Aviation Administration specifications. The Airport Board will address these substandard conditions in a site selection/benefit-cost analysis in 2001.

Construction of facilities at or near the airport is problematic as well. WSU provides water service to the airport, with fire hydrants located on a ten-inch water main in the vicinity of the terminal building. However, the absence of water storage tanks in the area significantly limits fire suppression capabilities. Also, development of land in the vicinity of the airport must conform to federal and local rules regarding structure height (so as not to interfere with any aviation functions) and land use (certain noise-sensitive developments, such as residences or school classrooms, are prohibited).

Despite these limitations, the outlook for the airport is promising. Enplanements (revenue passengers boarding an aircraft) have doubled since 1981, and have remained relatively stable in the 1990's. According to the 1998 Airport Master Plan, a 143 percent increase in passenger boardings at the airport is expected between 1998 and 2013. Passengers on regional airlines, such as Horizon, have grown at almost twice the rate of major airlines over the past 20 years and forecasters predict this disparity will continue into the future.

Besides these encouraging trends, there are several other positive points to note in relation to the airport. The existing runway at the site has sufficient capacity to meet anticipated demand. With alterations now in the planning stages, the runway may be able to accept larger, charter airplanes on a non-regular basis. The Airport Board is pursuing the installation of a new, state-of-the-art, precision landing system to better accommodate aircraft in inclement weather. Several business owners in the city are seeking to develop new hangars at the site, demonstrating their support for the airport through their proposed investments. Also, the existing terminal, built in 1989, is an attractive, functional building, supplied with ample parking. The Airport Master Plan seeks to build on these and other assets of the airport.

The Pullman-Moscow Regional Airport is a critical component of the local economy. Maintaining the viability of this airport, through appropriate planning and financial support, is considered to be essential for the community.

Railroad

Rail service in the area plays a major role in importing machinery and raw materials, and exporting industrial and agricultural products. Two rail lines run through Pullman, generally entering from the north and exiting to the southeast. Formerly, one of these lines extended along the Pullman-Moscow Highway (SR 270), but that portion of the line has been abandoned and is now the route of the Bill Chipman Palouse Trail between Pullman and Moscow. Rail service in the area is limited to freight transport only. No local passenger service has been offered for some time.

Watco, Inc. of Pittsburg, Kansas operates two separate railroad entities in the Pullman area: Blue Mountain Railroad and Palouse River Railroad. These operators travel on a system of tracks that extend from Moscow, Idaho through Pullman to Marshall, Wash-

ington (near Cheney). There are several spurs in the system that access several of the smaller towns in the region.

Currently, one train makes a round trip from Colfax through Pullman to Moscow each Tuesday and Thursday. Occasionally, there is a Saturday run as well. At a maximum, there are six train trips through Pullman each week. Coal (for use by WSU's power plant) is by far the largest commodity transported by rail through Pullman, although grain, machinery, propane gas, and agricultural chemicals are also carried over local rail lines.

UTILITIES

Early in its history, Pullman became widely known for its artesian wells. Since that time, the city has relied upon groundwater sources for its drinking water. The deep aquifers that supply the city are generally of very good quality, exceeding federal water quality standards.

Pullman's water system is operated by the city's Public Works Department, and is managed pursuant to a water plan most recently revised in 1993. The city's water comes from five wells, which have a total capacity of 5,500 gallons per minute. Four of these wells are currently in active use, with the remaining well providing standby reserve. The water system includes nine reservoirs, with a total storage capacity of 6.3 million gallons. Because of the hilly topography, the system also includes eight booster pumps. WSU has its own water supply and distribution system, with usage comparable to the city's. The city and university systems are connected by valves that are closed during normal operations, but which may be opened for emergencies. The university's system also serves the Pullman-Moscow Regional Airport.

The city's average water use rate is approximately two million gallons per day, with a peak summer use rate of five million gallons per day. Pullman has joined efforts with WSU, Whitman County, the city of Moscow, University of Idaho, and Latah County to manage water sources and explore water conservation measures in response to the concern that the groundwater table may be declining by as much as two feet per year.

The city's wastewater treatment plant has a peak capacity of 8.6 million gallons per day (mgd), with an average flow of 3.29 mgd. Peak daily flow experienced in 1997 was 6.3 million gallons. The wastewater system operates under a current National Pollution Discharge Elimination System (NPDES) permit issued in 1995. It includes more than 62 miles of collection pipes, which range in size from 6 to 36 inches in diameter. The system is designed to take full advantage of Pullman's hilly terrain, requiring only two lift stations and 14 siphons to supplement normal gravity flows. The master plan for the sewer system was updated in 1999.

Pullman's storm drainage system is typical of most cities. It consists of natural and constructed conveyances, including detention ponds and underground settlement vaults, biofiltration swales, ditches, catch basins, pipes, and natural water courses such as Missouri Flat Creek, Dry Fork Creek, Paradise Creek, and the South Fork of the Palouse River. Storm drain systems are required by the city for all new land use developments. The design goals for storm water systems in the city are based on current Washington State storm water handling guidelines that require protection of adjacent properties; limitations on the rate of storm water runoff and the peak runoff volume; and provision of

some level of treatment, such as settling in a detention pond or biofiltration in a grassy swale.

The city does not have a formal storm water management plan. However, city officials have recently disclosed their interest in the formulation of such a plan.

Electricity and natural gas in the area are provided by the Avista Corporation. Telephone service is provided by the GTE Corporation, and the Century Communications Corporation is the purveyor of cable television service to local residents. The community is in the beginning stages of examining its needs and capacity for wireless communication systems and other telecommunications infrastructure improvements.

SCHOOLS

The Pullman School District is approximately 200 square miles in size, encompassing the cities of Pullman and Albion and outlying rural areas. The district operates a number of facilities in Pullman, including three recently constructed or renovated elementary schools (Franklin, Jefferson, and Sunnyside), one middle school, one high school (which also currently houses the school district administrative offices), a transportation station, a maintenance shop, and the Pioneer Center community building.

The enrollment for the entire school system in 1998-1999 is approximately 2,290 students. Average class size for all grades is about 23 pupils. The district has programs designed to serve a full range of student needs, interests, and abilities. There are courses for the academically gifted, special summer programs, after-school enrichment programs, and an alternative education program for grades 9 through 12.

HEALTH CARE

Health care in the Pullman area is offered through Pullman Memorial Hospital, local physicians and other professionals, and numerous community businesses and organizations.

The Pullman Memorial Hospital is a 42-bed acute care facility located on the WSU campus. It is operated by the Pullman Memorial Hospital District, the boundaries of which coincide with the Pullman city limits. The hospital provides a wide range of services, including 24-hour emergency care; medical, surgical, and obstetrical services; radiology and mammography services; physical therapy; respiratory therapy; and educational programs. WSU Health and Wellness Services, also located within the hospital building, furnishes health care to the university students.

Over the years, the hospital district has noted a number of deficiencies associated with the existing hospital facility based on the rapidly changing methods of delivering medical care services and the building's location in the middle of a bustling university. Consequently, the hospital district is currently working toward the relocation of the hospital to a new location on Bishop Boulevard. The hospital district's vision is to combine the hospital structure with various other health care facilities to develop a "comprehensive medical community" at this site.

Local residents are served by nearly 60 physicians practicing in Pullman and Moscow. Physician specialties include internal medicine, radiology, pediatrics, obstetrics and gynecology, otorhinolaryngology, psychiatry, neurology, ophthalmology, orthopedics, and dermatology. Other professionals, such as dentists, optometrists, and chiropractors, are also well-represented here.

Certain private businesses in Pullman, most notably the Bishop Place assisted living facility and the Palouse Hills convalescent center, provide health care to elderly or disabled persons. Public and non-profit organizations in the area also offer various kinds of health services to those in need. Examples of these organizations are the Whitman County Department of Health; Whitman County Counseling Services; the Community Action Center; Home, Health, and Hospice; and Alternatives to Violence.

CULTURAL AND HISTORIC RESOURCES

The community utilizes a number of local facilities for cultural events. At WSU, the Beasley Performing Arts Coliseum, Daggy Hall, the Compton Union Building, and other on-campus facilities host many events, such as concerts, plays, fairs, and lectures. In addition, the university features several museums and galleries open to the public. The city's Neill Public Library functions as a community center for learning and educational pursuits, such as book readings and informational seminars. Several public school buildings, most notably the high school, offer opportunities for cultural growth through ongoing events and programs. Also, there is a burgeoning effort to utilize the Gladish Building (formerly the high school) for cultural activities. A non-profit group composed of local residents acquired this property in the mid 1990's in an attempt to make it a community focal point for the performing arts, youth programs, adult enrichment activities, thematic festivals, and social gatherings. Many of these types of events are currently being conducted at the Gladish Building.

The history of Pullman is reflected in many of its existing buildings, particularly those found in the downtown area, on the WSU campus, and in some residential areas scattered throughout the city. These structures dating back to the city's early days are reminders of the culture and history of the region, and they contribute to the character of the community. Table 3-6 presents a listing of Pullman area buildings included on the

Table 3-6
Pullman Historic Resources

National Register of Historic Places		
Resource	**Location**	**Year Listed**
Thompson Hall	WSU Campus	1973
Stevens Hall	WSU Campus	1979
T.A. Leonard Barn	Old Moscow Hwy	1986
Greystone Church	430 Maple St.	1989
William Swain House	315 W Main St.	1994
Gladish Building	115 NW State St.	1998
Locally Significant Historic Properties		
Resource	**Location**	**Year Built/ Established**
BN Railroad Depot	330 N Grand Ave.	1910
Capital Financial Services Building	105 N Grand Ave.	1896
Corner Drug Store Building	225 E Main St.	1890
Farr (Pioneer) Cemetery	Fountain St.	1880
Farr House	320 Park St.	1891
Flatiron Building	105 E Main St.	1908-1910
Chew House	760 Reaney Way	1900
I.O.O.F. Cemetery	West Main St.	1880
Old Post Office Building	245 Paradise St.	1930
Pullman Memorial Association Monument	E. Main St. at Spring St.	ca. 1950
Reaney Park	Reaney Way	City's oldest park
UP Railroad Depot	225 N Grand Ave.	1938
Woodcraft Park	South St.	One of city's oldest parks

Source: City of Pullman (1998)

National Register of Historic Places and properties outside the WSU campus designated as having local historic significance in past long-range planning documents of the city. In addition to individual historic properties, neighborhoods of significant historic interest exist in several sections of the city and documentation has begun on their role in Pullman's history.

PARKS AND RECREATION

The city owns 18 parks, 15 of which are currently developed. Also, the city owns and maintains three plazas downtown. Together, these facilities offer a wide variety of recreational opportunities to community members. The city's Public Services Department annually develops a full range of recreational programs to facilitate the use of these open space areas. In addition to parks and plazas, the city operates two public cemeteries in town. All of these facilities are described in Table 3-7 and shown on Figure 3-4.

Other public entities in town supply recreational facilities as well. WSU manages an extensive amount of property devoted to athletics, including multiple gymnasiums and play fields. Many of these facilities are available for use by the general public, although highest priority for access is provided to WSU students, staff, and faculty. The Pullman School District also maintains a substantial number of gymnasiums, athletic fields, and playgrounds within the community. Some of these facilities are used for both school district functions and city recreational programs by means of joint use agreements. For example, the city and school district shared in the cost of constructing the gym at Sunnyside Elementary School, and an agreement between the two agencies allows for the joint use of the facility.

As previously described in the "Pedestrian and Bicycle Circulation" section of this chapter, the city is in the midst of developing a pathway system in the Pullman area. The Bill Chipman Palouse Trail which links Pullman to Moscow is heavily used by walkers, bicyclists, joggers, and rollerbladers. The city is currently in the process of extending this trail and constructing others due, in large part, to its interest in creating more recreational opportunities for local residents and visitors.

The city has had a long-standing interest in developing another community center to supplement the activities conducted at the existing City Hall/Community Center building. In the early 1990's, attention was directed toward the establishment of one sizeable facility that could accommodate all of the various recreational, cultural, educational, and social functions envisioned in a community center. In the mid 1990's, the city shifted its focus somewhat to consider proposals for community center activities in dispersed locations throughout the city. The development of the Pioneer Center (originally Franklin Elementary School) into a limited recreation service facility is in keeping with the city's revised emphasis.

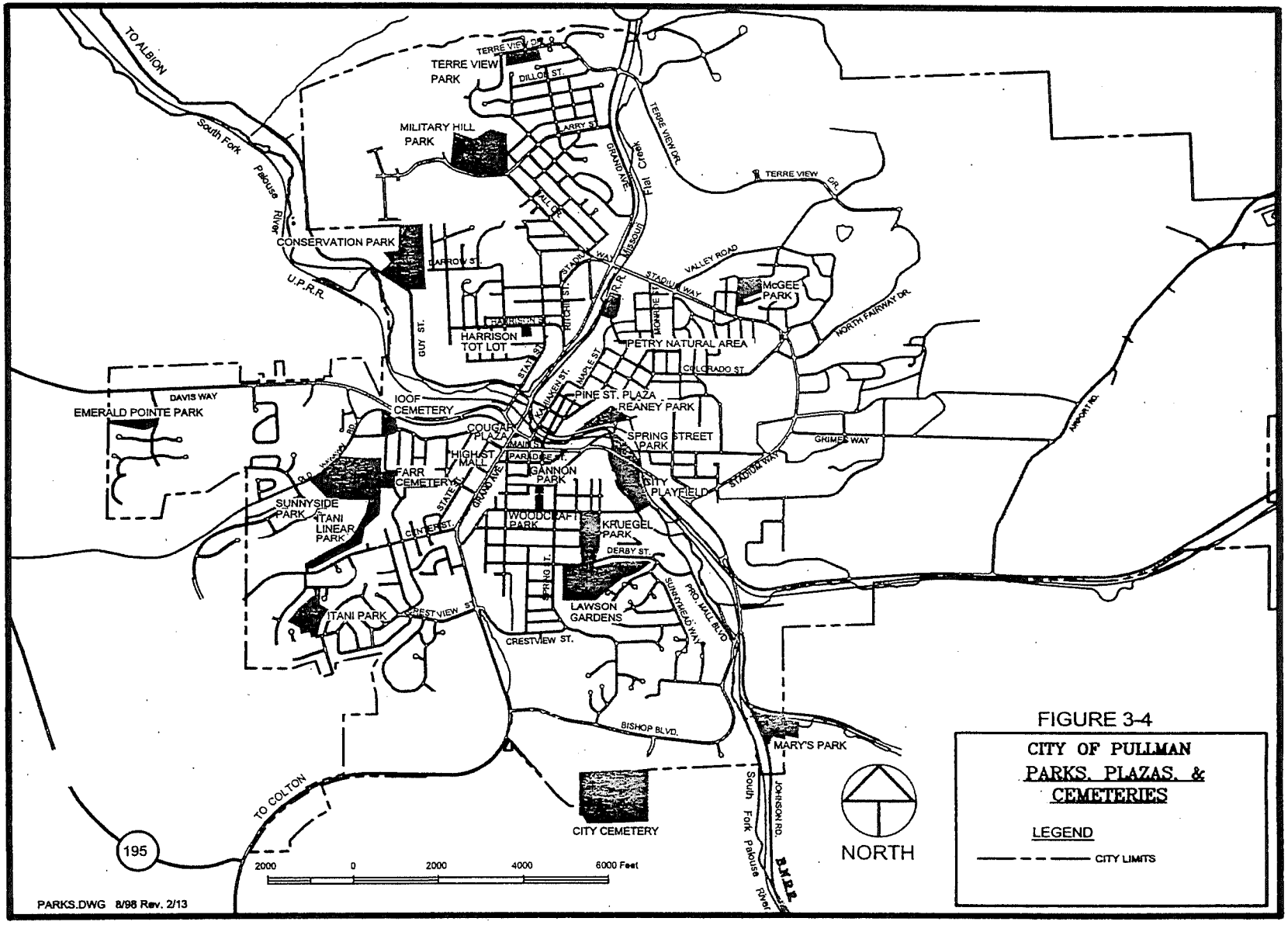

TO ALBION
South Fork Palouse River
TERRE VIEW PARK
TERRE VIEW DR.
DILLON ST.
MILITARY HILL PARK
LARRY ST.
GRAND AVE.
FAIR CREEK
TERRE VIEW DR.
TERRE VIEW CIR.
FALL CR.
CONSERVATION PARK
CARROW ST.
STADIUM WAY
MISSOURI
VALLEY ROAD
U.P.R.R.
McGEE PARK
GUY ST.
HARRISON TOT LOT
DAVIDSON ST.
RITCHIE ST.
STATE ST.
HOWARD ST.
PETRY NATURAL AREA
NORTH FAIRWAY DR.
LAKE ST.
COLORADO ST.
DAVIS WAY
EMERALD POINTE PARK
IOOF CEMETERY
WALNUT ST.
PINE ST. PLAZA
REANEY PARK
COUGAR PLAZA
SPRING STREET PARK
MAIN ST.
HIGHST MALL
PARADISE ST.
GRIMES WAY
AIRPORT RD.
FARR CEMETERY
GANNON PARK
CITY PLAYFIELD
STADIUM WAY
SUNNYSIDE PARK
STATE ST.
GRAND AVE.
WOODCRAFT PARK
KRUEGEL PARK
ITANI LINEAR PARK
CEMETERY ST.
DERBY ST.
ITANI PARK
CREST VIEW ST.
LAWSON GARDENS
SUNNYSIDE WAY
PRO MALL BLVD.
CRESTVIEW ST.
BISHOP BLVD.
MARY'S PARK
TO COLTON
CITY CEMETERY
JOHNSON RD.
South Fork Palouse River
B.N.R.R.
195
2000 0 2000 4000 6000 Feet
NORTH
PARKS.DWG 8/98 Rev. 2/13
FIGURE 3-4
CITY OF PULLMAN
PARKS, PLAZAS, & CEMETERIES
LEGEND
CITY LIMITS

Table 3-7 Pullman Parks, Recreation Facilities, and Open Spaces				
Name	**Location**	**Size**	**Facilities**	**Activities**
Reaney Park	Reaney Way	1.6 acres	Outdoor pools, playground, gazebo, picnic tables, barbecue	National Lentil Festival, summer concert series.
Sunnyside Park	Cedar Street	25 acres	2 ponds, waterfall, baseball diamond, 2 tennis courts, volleyball, walking trails, garden plots, barbecue area with picnic shelter, disc golf course, public restrooms	Independence Day celebration
Kruegel Park	Dilke Street	8 acres	2 tennis courts, volleyball, playground, baseball diamond, football field, soccer field, barbecue area with picnic shelter, public restrooms	Easter Egg hunt
Lawson Gardens	Derby Street	13 acres	Formal gardens, gazebo, reflecting pool	Rented for weddings
McGee Park	Lybecker Street	3 acres	Playfields, basketball court, baseball diamond, playground, barbecue area with picnic shelter, public restrooms	Space utilized as childcare facility play area
Military Hill Park	Larry Street	23 acres	Playfields, 6 tennis courts, 2 baseball diamonds, playground, aquatic and fitness center, jogging path, barbecue area with picnic shelter	High school baseball and tennis
Conservation Park	Darrow Street	15.5 acres	Paths and open space, with scenic overlooks of the Palouse River	
Harrison Tot Lot	Harrison Street	0.3 acre	Playground, family picnic area	
Woodcraft Park	South Street	0.8 acre	Shaded picnic area	
City Playfield	Riverview Road	9 acres	3 softball fields, jogging track, volleyball, batting cage, picnic area, public restrooms	City and High School softball leagues, youth soccer and football
Gannon Park	Jackson Street	0.3 acre	Open space	
Petry Natural Area	Grand Avenue Greenway	1.3 acres	Benches, picnic tables, and a tire swing	
Terre View Park	NW Terre View Drive	3.2 acres	Picnic shelter, paths, wetland area, public restrooms	
Spring Street Park	NE Spring Street	2.8 acres	Skateboard facility, public restrooms	National Lentil Festival Competition
Itani Park	SW Crestview Street	7.4 acres	Pavilion, paths, wetland area, naturescape	
Itani Linear Park	Center Street	7.2 acres	*Not yet developed; proposed features: paths, wetland enhancements*	
Emerald Pointe Park	Golden Hills Drive	2.6 acres	*Not yet developed; proposed features: playground, open space*	

Table 3-7 (Continued) Pullman Parks, Recreation Facilities, and Open Spaces				
Mary's Park	Johnson Avenue	5 acres	*Not yet developed; proposed features: ADA designed playground, shelter, picnic area, open space, public restrooms*	
High Street Mall	E. Main Street	0.3 acre	Benches and landscaping	
Cougar Plaza	Grand at Olsen	0.1 acre	Donor monuments, cougar statue	
Pine Street Plaza	E. Main Street	0.3 acre	Benches and landscaping	
City Cemetery	Fairmount Drive	20 acres	Cemetery plots	
I.O.O.F. Cemetery	W. Main Street	3 acres	Cemetery plots	
Farr Cemetery	Fountain Street	1 acre	Historic site	
Pullman RV Park	Riverview Street	1 acre	20 RV spaces, utility hook-ups; park open April-November	
Source: City of Pullman (2013)				

CHAPTER FOUR
PULLMAN'S FUTURE VISION

In order to plan for the future, a community needs a vision of the ideal it is trying to reach. This section articulates Pullman's vision of itself in twenty years. Not all of the statements below are true today, but they describe the type of community that local residents, landowners, merchants, and officials wish to establish in the future.

By the year 2020, Pullman community members hope to be able to say that:

Pullman is a proud, active, caring community; our residents routinely celebrate the city's many unique assets and amenities. We value our small, college town atmosphere. There is a strong sense of community, reinforced by continuous positive interaction among all residents, numerous festivals and gatherings, a good understanding of our common vision, and coordination between all governmental entities.

Pullman is a showcase for all college communities. Washington State University is a thriving educational center that offers the highest quality learning opportunities for individuals across the state and around the world. The university and the community cooperate fully to maintain and enhance the quality of life in the city. Community residents take advantage of the many cultural and recreational resources available at the university.

Population growth occurs slowly and new growth fits in comfortably with existing neighborhoods. Our city is compact with a well-defined urban/rural interface. Whenever possible, development occurs on land already situated within the city in order to reduce sprawl. There is great awareness of the city's location in the heart of this rich agricultural region. Agricultural land is preserved to the greatest extent possible.

Residential neighborhoods are clean, attractive, and comfortable. People know their neighbors and interact frequently with them. Neighborhoods near the university contain a lively mix of residents who embrace the diverse lifestyles represented there. Quality of life in residential areas is preserved through buffering, screening, and separating distinctly different housing types.

Basic commercial services, transit stops, and parks are all located within walking distance of each residence, and a network of sidewalks and bicycle trails ensures that residents can reach services without getting into their cars. Open space is provided through a variety of means within each neighborhood: paths, greenways, parks, and private land held in trust.

An abundant supply of good quality, affordable housing is available to all current and prospective residents, regardless of their age, race, ethnicity, sexual orientation, physical abilities, or socio-economic status. Dwellings are well-maintained and structurally sound. Tenants care for the property they rent in a responsible and respectful fashion. Landlords take an active role in

maintaining their property so that it is attractive and safe.

Our city is self-sufficient with regard to its commercial services. Community residents can meet all of their needs for goods and services from Pullman businesses. Residents take advantage of this and purchase products within the community whenever possible.

The downtown is recognized as the heart of the community. This central business district is busy, vibrant, attractive, fun, and safe. A farmer's market is regularly conducted there, bringing residents and visitors together to partake of locally produced goods in a lively atmosphere. Mixed use is very common downtown, with many residential dwellings atop the first story commercial spaces.

Commercial facilities outside the downtown area are clustered in locations convenient to surrounding neighborhood residents. Small-scale businesses are located at appropriate sites within high density residential neighborhoods to serve the needs of residents in the immediate vicinity.

The community is occupied by a number of small, clean, thriving industries which, along with the university, provide a very diverse economic base. Many of these industries are research-oriented and have been established as spin-offs from research performed initially at WSU. Industrial incubator space is readily available for fledgling industries to start operations in a setting where resources are shared and up-front costs are minimized. All industrial operations are located in appropriate settings where impacts of the industry do not adversely affect residences or other businesses in the city.

Employment is readily available to those seeking jobs in the community. Education and training are available locally to provide residents with the skills they need to gain, keep, or create living-wage jobs. Low-impact cottage industries and home occupations flourish in the community. Many residents make their living through this independent means of conducting business.

Pullman is an attractive community, as noted by residents and visitors alike. Entrances to town are pretty and inviting. The built environment is well-designed and well-maintained. The natural environment is evident in greenways and open spaces.

Historic places in the community are preserved, thereby fostering a caring attitude regarding the city's heritage. Our residents know and value the history of our city and region.

Natural resources are highly valued and protected. Regulations and programs are in place to maintain or enhance the local environment.

Development of the land conserves the natural features of the area. Grading for new development respects our rolling topography. Erosion is controlled through minimizing ground disturbance and following best management practices wherever new development occurs.

The streams in town are clear; they are a great source of community pride. Native vegetation and wildlife are abundant within these riparian areas. Paths are established along all of the streams to facilitate connections within the city and promote public ac-

cess to the shorelines. All construction in or near the floodplain is carefully managed.

The air is clean and healthy to breathe. The community constantly strives to maintain its excellent air quality.

Trees are a prominent part of the cityscape. They are planted along streets, at commercial and industrial business sites, and at all institutional facilities. Mature trees are present in all residential areas.

Sources of energy are used efficiently in transportation and land use development. Homes and businesses practice energy conservation to reduce the economic costs and environmental impacts of energy production.

Residents use a variety of means to travel in and around the city: walking, bicycling, mass transit, taxi, train, and motor vehicle. People live in close proximity to their major destinations (school, work, commercial services) to shorten commuting trips. Efficient transportation is available to other cities in the region by means of highways, county roads, trails, transit service, passenger and freight railroad service, and aircraft.

Paths, sidewalks, and bikeways link residents with all major destination points in the city: WSU, downtown, outlying commercial areas, schools, parks, community centers, institutions, industrial districts, and neighboring cities. The city transit service is convenient, affordable, safe, and heavily used.

Railroad trains are frequently utilized by local industry for hauling freight in the area. Air transportation offered at the Pullman-Moscow Airport is efficient, affordable, and safe; commercial airlines connect area residents to major airports.

Bypass roadways divert through-traffic (including trucks) around the city. Internal city streets accommodate local traffic only. Except for an occasional "rush minute," the volume of motor vehicle traffic on city streets is light and traffic flow is smooth. Motorists respect speed limits on all roadways.

Motor vehicles are parked off-street in parking lots or garages well-removed from the street. On-street parking spaces are available, even near the university. WSU provides sufficient parking for all motorists who wish to park on the campus. Plenty of parking is provided in the downtown area to accommodate employees and those conducting business there.

There is adequate infrastructure (e.g., water, sewer, transportation, telecommunications) to protect public health and the environment, and it is located and sized to ensure that development achieves the desired urban form. All public facilities and services are cost-effective and efficient. All capital facilities are planned in advance and integrated with development throughout the city; new growth is accommodated without reducing the quality of service to existing residents.

Water is conserved through a variety of means. All jurisdictions in the region cooperate to utilize our potable water resources wisely. Wastewater effluent is commonly used for irrigation.

Day or night, people feel extremely safe in our community. With the help of local police organizations, the community has taken responsibility for security in its neighbor-

hoods. For the few incidents that do arise, the police department acts promptly and professionally to resolve the matters. The fire department works diligently to prevent fires through its maintenance inspection programs. When fire does break out, the department acts quickly to suppress the fire and save lives and property. The fire department also responds promptly to medical emergencies.

Parks are beautiful and well-maintained gathering places for neighborhood interaction and recreation. They are located in close proximity to all neighborhoods. New parks are created or existing parks are expanded as residential growth occurs so that everyone has easy access to these sites. Public facilities are used throughout the city as gathering places for neighborhood residents seeking to interact, learn, create, socialize, recreate, and celebrate community achievements.

The public library is a focal point for learning and education in the city. It balances traditional print collections with the latest technology to provide access to information of all types from around the world.

Pullman schools empower their students to achieve academic excellence. The city and school district collaborate closely in identifying the most appropriate locations for new and expanded school facilities. Consequently, these facilities are compatible with their surrounding residential neighborhoods. All school facilities are easily accessible from all neighborhoods.

Community members are healthy and active. High quality health care is provided at affordable rates for all community members. Abundant, high-quality child care is available for all Pullman families in need of such service regardless of the families' economic status or the age/capabilities of the children.

Community residents have a variety of means to communicate with one another and with those outside the city through ready access to standard and wireless telephone service, the internet, and electronic mail. The city's telecommunication infrastructure keeps pace with the community's growth while the city controls the expansion of the system to ensure it has minimal adverse effects on the public.

Public education and efficient packaging minimize the potential amount of solid waste. Very little refuse is generated because so much of what people use at home, school, and work is reused, recycled, or composted.

Local residents, businesses, landowners, and government officials are committed to the long-term health and stability of our community, its residents, and the environment that sustains them. No decision is made today without full consideration of its effect on the community tomorrow. In this way, the high quality of life our citizens enjoy is maintained for future generations.

Taken together, the preceding statements present the full picture of the community that Pullman desires for its future. This vision is embodied in the goals and policies contained in the five elements of this plan: Land Use, Housing, Transportation, Capital Facilities and Utilities, and Parks and Open Space. The community, through implementation of these goals and policies, will strive to turn this vision into reality.

CHAPTER FIVE
LAND USE ELEMENT

BACKGROUND

The Land Use Element ties together many of the other elements of the plan, because land use decisions cannot be made in a vacuum. Such decisions may affect plans related to housing, transportation, public facilities, recreation, and environmental issues, to name but a few. Thus, many of the issues discussed here will also appear in other plan elements.

The land use pattern in Pullman reflects its historic and ongoing role in the county and region. Pullman is a regional center of education and research as well as a focal point for commerce in the rich Palouse agricultural region. The city provides services (banks, insurance agencies, medical services, etc.) and retail stores to serve the citizens of Pullman and the surrounding area.

Pullman also assists and bears witness to the process of transition from the role of dependent child to independent adult for thousands of students. The pressure of accommodating an increase in enrollment at WSU drives the development of new housing for students and staff, and new commercial and support services. This growth also presents challenges to preservation of existing neighborhoods.

Over the past twenty years, the number of farms in Whitman County has declined, although the value of agricultural production has increased. Education is the major employer in the county, and there has been an increase in the number of firms locating in the region to take advantage of the expertise and research capabilities of the universities. Residents and city officials are eager to encourage and nurture this diversification of the economic base of the community, and this Comprehensive Plan reflects that. However, this growth is intended to be compact in form, making efficient use of the land so that valuable farmland is protected.

The Shaping of the City

The City of Pullman has a rich tradition of planning. This tradition dates back to the first platting of land for a town center in the 1880's. Pullman's first Planning Commission, appointed in 1939, began a modern tradition of sound land use decisions. In 1961, the city's first Comprehensive Plan became the foundation upon which subsequent policies were built. The city's most recent plan, adopted in 1982, continued that tradition by promoting a thorough discussion of land use, transportation, flood protection and public facilities. These discussions continued in the 1990's with the Pullman 2000 community-based planning process and the city's neighborhood meetings.

Pullman's agricultural roots can be traced to the very beginning of the community. The fertile soils surrounding the city remain some

of the most valued farmland anywhere. A combination of a strong farmland preservation ethic and market pressures to develop high density housing for students attending WSU has generally resulted in a concentrated development pattern here. This relatively compact urban layout in Pullman has permitted a more efficient, cost-effective delivery of services than the residents of many other cities enjoy.

Many forces have acted to make Pullman the city that it is today. The earliest forces were geologic, creating the four hills and the river valleys that characterize the city's form. Settlers in this area originally called their new home "Three Forks" because of the multiple streams that met the South Fork of the Palouse River here. From the time of settlement, these water courses were too shallow to allow water transportation or recreational uses such as swimming or fishing. However, the presence of these shoreline areas has been instrumental in formulating development patterns within the community. The need for level terrain for commercial and industrial uses has attracted this type of development to the low-lying areas along the river, forcing periodic re-shaping of the local economy as flooding has occurred.

The hills surrounding the downtown core became logical choices as places for residences to be built and, over time, College, Military, Pioneer and Sunnyside Hills became the city's neighborhoods. Neighborhood identification was reinforced over the years as the location of elementary schools and public parks on each hill became focal points for activity.

Perhaps the greatest force in shaping the community was the decision of the State Legislature in 1890 to site what was then the Washington Agricultural College in Pullman. Since then, Washington State University students and employees have represented a significant portion of the city's population, and play a major role in the city's economy.

The shape of the community continues to change. The city, WSU, the Port of Whitman County, the Chamber of Commerce, and other local organizations have made substantial progress in bringing new businesses to the community through their economic diversification efforts. Also, the commercial retail and services sector is continuously in flux as it reacts to changes in the global and regional marketplace.

Urban Form

Neighborhoods within the city have built up over the years as the city's population has grown. Recent single family development tends to have a larger average lot size than historic neighborhoods. Also, much of the new development is multifamily housing designed primarily for WSU students. Overall, the development pattern makes efficient use of residentially zoned land.

Because Pullman developed in the flatter valleys along the Palouse River and its tributaries, the business district is linear in form, although commercial development in the downtown area is several blocks deep. Recent commercial development has continued the linear pattern, extending south of the historic core along Grand Avenue and east along Main Street, rather than moving up the hills in the pattern seen in such cities as San Francisco and Seattle.

Industrial development is scattered among the commercial development along the major arterials in the valleys. Recent industrial park development by the Port of Whitman County is the exception to this pattern, because it provides a more compact development, extending up the hillside off Grand Avenue. The type of development locating in the industrial park is also new – high technology and research and development industries that build on the expertise of WSU professors and students.

WSU is and will remain the largest land owner and largest employer in the area for the foreseeable future. The campus encroaches on, but is not well integrated with the urban pattern of Pullman; campus roads are not extensions of the historic grid pattern of streets. However, more than half the students live off-campus and rely on local businesses to meet their daily needs. The future of the city is inextricably linked to the future of WSU.

Annexation

One of the largest hidden costs to governments in providing services to citizens lies in responding to inefficient development patterns resulting from uncoordinated land use decisions. The extension and maintenance of utility lines in sparsely settled areas, circuitous school bus routes, and unreasonably long emergency response times are all examples of the hidden costs of land use decisions that are made without the benefit of sound planning.

Pullman has facilitated a relatively compact land use pattern in its previous planning efforts by establishing an "urban growth area," defined as the territory (both inside and outside the city limits) that the city expects to grow into within a certain time period. By maintaining a confined urban growth area, the city fosters preservation of surrounding agricultural land and directs growth to areas that can be served efficiently. The city's annexation policies should continue to reflect this pattern by calling for decision-makers to consider the fiscal impacts of utility extensions before annexation proposals are approved. Further, the city should continue to consider carefully proposals to expand the urban growth area, particularly those that would remove prime agricultural lands from production.

Residential Development and the City's Neighborhoods

Pullman's four hills define the city's neighborhoods. Each neighborhood has developed its own unique characteristics, which should be preserved. There is great value in maintaining neighborhood facilities (such as schools or parks) as a focal point for neighborhood activities.

Preservation of the city's neighborhoods should occur within the context of providing for a variety of housing types that are affordable to the citizens of the community. The city currently allows a wide variety of housing types. The continuing challenge is to ensure that these various housing types are established in a harmonious manner.

Providing for a variety of housing types may best be achieved by permitting a number of residential densities. The lower density districts allow single family houses, manufactured homes, duplexes, and small apartment

complexes at a density of less than 15 dwelling units per acre. These types of development would occur as infill within existing neighborhoods and in some outlying areas. The higher density areas permit larger apartment complexes at a range of 15 to 45 dwelling units per acre. These developments would occur in areas within easy walking distance of WSU and supporting commercial development, or along transit lines. In order to promote efficient use of land and compatibility between different residential developments, the establishment of minimum, as well as maximum densities, should be considered.

As development occurs on smaller lots and in mixed density areas, greater attention should be paid to the need for appropriate design standards and landscaping. This is also true when reviewing proposals for higher density, multi-family development, and it is especially true when considering the development of mobile home parks. As newer or higher density housing types are introduced into existing neighborhoods, care should be taken to minimize the impact upon existing neighborhoods through effective buffers.

Neighborhoods are more than simply clusters of houses. Other uses that should be encouraged to locate within neighborhood settings include low-impact service commercial (day care, laundromats, etc.), open spaces, parks and playgrounds, and some home occupations. As new development increases the demand for schools, parks and playgrounds, alternative methods of providing and financing the cost of these amenities should be explored.

Adequate on-street and off-street parking are a special concern of the College Hill neighborhood. Efforts to resolve this issue should continue to be explored between the city, the university, and neighborhood residents. Due to small lot sizes and narrow streets, solutions may be difficult to find. One program that is being implemented is the creation of localized parking districts, where on-street parking requires a permit issued by the city. Another possibility to help address this issue is the development of shared parking facilities.

Commercial Uses and Downtown Development

An attractive, vibrant downtown is essential in promoting a positive self-image for the community. Pullman's active Chamber of Commerce, and the city's past participation in the National Trust for Historic Preservation's *Main Street* program, have helped to make downtown Pullman a desirable place.

Many elements must come together to create a downtown atmosphere that attracts people. Buildings must be maintained in good repair, with attractive store fronts and inviting window displays. The area must be accessible in a variety of ways, especially to pedestrians. Clean, wide sidewalks buffered from traffic by on-street parking create a safe atmosphere for pedestrians. Well-lit, accessible off-street parking for use by downtown employees, residents, and other long-term parkers frees up the shorter-term, on-street spaces for shoppers. Public benches, or perhaps tables and chairs with umbrellas provided by eating establishments, offer respite to hungry or weary folks.

Life on downtown streets is enhanced when uses promote more than merely a "9-to-5" environment. Movie theaters, performing arts, restaurants and other elements can attract people to downtown after hours. They may also provide pleasant diversions for people who may choose to live downtown. Thus, owners of downtown buildings may gain an economic benefit from the increased use of upper floors of downtown commercial spaces. Evening activities also promote a sense of community by bringing people with common interests together. This type of downtown environment will retain existing businesses, while attracting new businesses to the area. In order to promote this environment, grants and loans to encourage upgrading older buildings to current code standards may be needed.

Not all commercial activity in Pullman will occur downtown. As indicated earlier, limited and well-designed neighborhood commercial activity will benefit residential areas. Such activity would also reduce downtown traffic congestion by limiting vehicle trips outside neighborhoods.

In addition, commercial development in other, well-defined areas such as Bishop and Professional Mall Boulevards will continue to develop. This commercial development should complement, rather than compete with, downtown Pullman. One concern of this development is the anticipated traffic congestion. To minimize congestion, limits should be placed on the number of new curb cuts permitted in commercial areas. Also, new commercial development should be designed to promote the use of alternative modes of transportation, including attractive pedestrian access from adjacent sidewalks.

Industrial Uses

Throughout its history, Pullman has been the prototypical "company town," relying on WSU as the community's main employer. To be sure, agriculture has also played a significant role in the local economy, but the college is, by far, the largest employer.

In recent years, the city has begun to benefit from a diversification of its economic base. WSU's Technology Park will become increasingly important in creating new jobs by building on the resources already offered by the university. Similarly, the Port of Whitman County Industrial Park is expanding the city's economic base. The city should seek opportunities to work with these entities and other interested parties to expand the local employment base. In this respect, the city will likely have a role in maintaining and promoting existing air and rail access to the region as an economic development tool.

New industrial development in Pullman is limited by the city's topography. Industrial buildings of any significant size require relatively level land, a scarce commodity in the Palouse area's hilly terrain. As commercial builders found to their detriment, the most desirable level land is located along stream corridors. These areas are prone to occasional flooding. The key, then, to continued industrial expansion in the area, will be to protect those scarce parcels suitable for industry from less appropriate development. To minimize traffic congestion, areas of high employment should be designed to encourage use of alternative transportation.

Environmental Quality and the Protection of Critical or Sensitive Areas

One of the great benefits of living and working in Pullman is the ability to enjoy clean air and pure water. These elements, which are becoming scarcer around the world with every passing day, are a major component of the area's quality of life. One key to the city's future success will be to accommodate future growth while maintaining a healthy environment.

As future commercial and industrial development occurs, a special challenge will be to design those developments in a way that protects downstream property owners from the impacts of future flooding. Adding flood storage capacity in areas outside development corridors may be a helpful alternative. The use of these areas as green belts, trails or public open space would be an appropriate alternative. The city should explore methods to encourage private property owners to participate in this type of action.

Seven road bridges and one railroad bridge cross the South Fork of the Palouse River in Pullman. In addition, four street bridges, one railroad bridge and a car wash span Missouri Flat Creek, and several closely-spaced culverts restrict water flow on Dry Fork Creek. Finally, two smaller streams (Wawawai and Airport Road Creeks) have culverts that restrict flows. A special flood hazard threat may occur when man-made embankments act as dikes that retard the free flow of water. Railroad beds often function in this fashion. The city should continue efforts to work with owners of rail rights-of-way to seek solutions to this challenge.

Wetlands and shoreline areas also present special opportunities for the city. In addition to providing habitat for wildlife, these areas also serve as storage areas when flooding occurs. Special efforts should be made to protect these areas, or to mitigate the impact upon them, when development occurs. In particular, methods to expand public access to shorelines should be implemented.

The city should also focus efforts on creating connections between many of these sensitive areas. Trails, riverfront walkways, and open space corridors can add immeasurable value to city life.

Preservation of Historic and Cultural Resources

Many places of historical significance are located in Pullman. Several of them are listed on the National Register of Historic Places. These places add a richness to the texture of life in the city, and they should be protected from demolition or inappropriate redevelopment whenever possible. It is difficult for such buildings to meet the requirements of the Uniform Building Code (UBC) or local regulations without substantial alteration of the elements that make the places memorable. Development regulations that recognize and/or accommodate the unique character of historically significant places should be encouraged.

DESCRIPTION OF LAND USE PLAN

The Comprehensive Plan Land Use Plan Map is shown as Figure 5-1. This land use plan map depicts the use designations for land inside and outside the city limits. The land use designations are shown in various

colors on the map. Taken together, these land use designation areas constitute the city's "urban growth area," sometimes referred to as the "UGA." This urban growth area generally encompasses the territory into which the city is expected to grow by the year 2060. The urban growth area boundary has been established by evaluations of water and sewer service, transportation, land use, the current and projected growth rate of the community, citizen interests, fiscal viability, and impact on the environment. Limiting development within this urban growth area recognizes the importance of efficient municipal service delivery and farmland preservation.

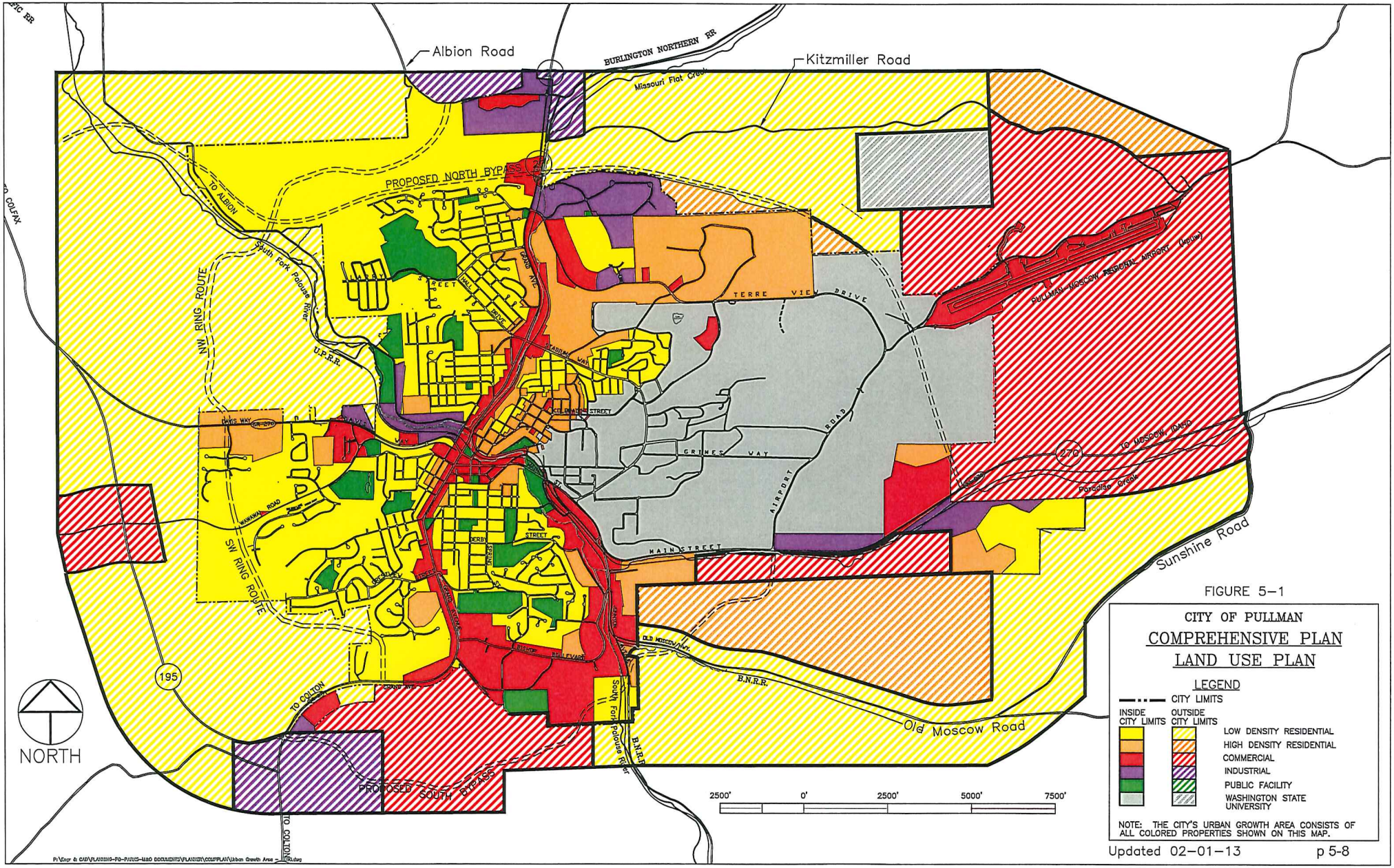
The land use plan is intended to support achievement of the community vision. For example, it responds to concerns about traffic congestion and the unattractive nature of recent commercial and industrial development by concentrating new commercial development, and encouraging design that complements the historic core of Pullman. Four major commercial areas are envisioned: the historic downtown commercial district, an area centered around Bishop Boulevard, the Grand Avenue corridor, and the Pullman-Moscow Regional Airport environs.

To encourage and redirect redevelopment in the Bishop Boulevard area, the city will consider changes to existing development codes and will explore opportunities to build new streets in the area. The goal is to create more intensively developed commercial areas, to the extent that topography will allow, rather than disconnected developments strung out along one road. These areas should have sidewalks, bicycle facilities, public areas and landscaping to encourage shoppers to park their cars and walk from store to store. Policies requiring separate pedestrian access from the nearest public street are included in order to protect people on foot from dodging cars in parking lots.

The land use plan assumes that WSU would house on campus 50 percent of the estimated 32,000 students enrolled in 2060 that would live in Pullman; the remaining students would be scattered throughout the city. Most residential development in Pullman over the past decade has been multi-family housing targeted at WSU students. Given the enrollment increases forecast for WSU, this is likely to continue to be the largest sector of housing demand in the city over the next fifty years.

In the land use plan, higher density housing has been separated from lower density housing, and the predominantly single family parts of College Hill would remain as single family neighborhoods. New multi-family development would occur north of the campus. To make these areas more attractive for residents and nearby property owners, development standards have been changed to require more extensive landscaping.

Two broad categories of residential development are proposed: low density and high density. Low density residential land is designed for single family houses, manufactured homes, duplexes, and small apartment complexes at a density of less than 15 dwelling units per acre. High density residential property is established primarily for larger apartment complexes at a concentration of 15 to 45 dwelling units per acre.



Updated 02-01-13

Table 5-1 displays the development capacity assumptions for the plan along with statistics related to the city's 1998 land use conditions. A limited amount of land would be provided to accommodate expected growth in this land use plan, but sufficient area has been included in the plan to avoid artificially constraining development. Since the farmland around Pullman is some of the most productive in the state, this is a benefit of this proposed land use pattern. In addition, the more concentrated development would better support the use of transit, bicycles, and walking instead of each person driving a car to work and shop. However, for increased use to occur, the network of pedestrian and bicycle paths must be expanded and maintained, and the city will need to continuously enhance its transit service.

With the more compact development pattern, it would be more important to provide a network of parks and open areas, since there would be less private open space under this land use alternative. In addition to active recreation facilities, the city would need to ensure that there were areas for picnics and toddler play areas, whether these are provided by the city or required of new development. Some additional elementary and middle school facilities would also be needed under this plan.

Table 5-1
Pullman 1998 Land Use Conditions and 2060 Land Use Plan Capacity Assumptions[1]

Feature	1998 Conditions	2060 Land Use Assumptions
Population	25,070	46,000
Total Employment	12,130	22,220
WSU employment	6,340	9,880
non-WSU employment	5,790	12,340
WSU headcount enrollment	15,500	32,000
% housed on campus	50%	50%
population housed in City	17,320	30,800
Total housing units needed	7,610	14,000
Residential		
low density net acres[2]	700	1,992
average density achieved	5 units/net acre	4 units/net acre
low density units	3,500	7,968
high density net acres	212	478
average density achieved	20 units/net acre	20 units/net acre
high density units	4,250	9,560
Total unit capacity	7,750	17,528
Commercial		
downtown net acres	24	24
employment density	32 jobs/net acre	32 jobs/net acre
downtown employment	760	760
general commercial net acres	143	515
employment density	30 jobs/net acre	30 jobs/net acre
general commercial employment	4,290	15,450
Total commercial jobs	5,050	16,210
Industrial		
industrial net acres	148	250
employment density	5 jobs/net acre	10 jobs/net acre
Total industrial jobs	740	2,500
Total non-WSU employment capacity	5,790	18,710

1 Figures used in this table are estimates.
2 "Net" acres in this table refers to developable property – it excludes public land (for such facilities as streets and parks), land that cannot be easily serviced by public utilities, land with environmental constraints, and land unavailable due to common real estate market factors.

LAND USE GOALS AND POLICIES

GOAL LU1: Establish an attractive urban community, clearly distinguished from surrounding farms, and discourage inefficient sprawling development from consuming valuable agricultural land.

Policy LU1.1: Maintain an urban growth area that is large enough to prevent artificial constriction in land supply while small enough to promote efficient use of resources.

Policy LU1.2: Amend the configuration of the urban growth area only during the City Council's annual goal-setting process or during major Comprehensive Plan revisions when public attention is focused on long-term objectives.

Policy LU1.3: Encourage future development contiguous with the existing city limits to minimize destruction of the prime agricultural land surrounding Pullman.

Policy LU1.4: Coordinate with Whitman County to facilitate the development and operation of a joint city/county review process to manage land use beyond the city limits.

Policy LU1.5: As part of a joint city/county review process, agree to allow limited development on unincorporated land near Pullman if such development would not consume prime farmland, would not hinder short- or long-term city growth, and would not adversely affect city facilities or services.

Policy LU1.6: With some limited exceptions specified in official agreements between the city and WSU, allow WSU to exercise ultimate control over its own land use activities.

Policy LU1.7: Cooperate with WSU to ensure that development, whether it be under the jurisdiction of the city or the university, is compatible with the other entity's interests and is well-coordinated with respect to public facilities and services.

Policy LU1.8: Establish minimum as well as maximum densities for residential uses in high density residential areas to promote efficiency and compatibility.

Policy LU1.9: Ensure that city infrastructure, such as transit, utilities, and parks, supports efficient urban form.

Policy LU1.10: Improve and maintain community appearance, including entrances to the city, streetscapes, commercial and industrial areas, and residential neighborhoods; keep property clear of refuse and debris through strict en-

forcement of local solid waste regulations.

Policy LU1.11: Consider development of overlay district regulations to enhance and/or preserve distinctive areas within the city.

GOAL LU2: Annex land to accommodate growth in an orderly fashion, considering the needs and desires of the property owner, the community, and the adjacent residents, and considering the costs of extending service.

Policy LU2.1: Consider favorably proposals to annex land in the urban growth area that meet the general criteria for annexation except under unusual circumstances, such as land particularly unsuitable for development or other use within the city, land with environmental or other considerations that would make it more logical for governance in the county, or land whose annexation would provide a glut of undeveloped property in the city.

Policy LU2.2: Consider unfavorably proposals to annex land outside the urban growth area except under unusual circumstances, such as land that is especially well suited for development, land with environmental or other considerations that make it more logical for governance in the city, or land that can be annexed at times when severe shortages exist for property to be developed in the city and land in the urban growth area cannot meet this need.

Policy LU2.3: Ensure that proposed annexation areas can be furnished with city water, sanitary sewer, and storm drain service without having lines run through unincorporated areas.

Policy LU2.4: Consider the fiscal impacts of extending services to annexation areas based on the proposed uses and/or prezone designations and require that, in most cases, new development bear the cost of these services. The annexation may be conditioned on capital improvements being made and agreements for bearing other costs being completed.

Policy LU2.5: Avoid the creation of unincorporated areas surrounded on three or more sides by the city limits.

Policy LU2.6: Discourage the establishment of narrow projections of incorporated land surrounded on three sides by unincorporated property.

Policy LU2.7: Assign prezone designations to all areas outside the city limits that are within the urban growth area; when land outside the urban growth ar-

ea is proposed to be annexed, assign an appropriate prezone designation(s) for the property under consideration.

Policy LU2.8: Require property owners within an area to be annexed to assume their proportionate share of the city's indebtedness upon annexation.

Policy LU2.9: Require petitioners for city annexation to apply for annexation to other service districts (e.g., the Hospital District) at the same time.

Policy LU2.10: Provide ample notice of annexation proposals to all affected parties.

GOAL LU3: Facilitate strong public participation in all community land use and development matters.

Policy LU3.1: When significant annexation or development proposals are filed with the city, furnish extensive notification of said proposals in a timely fashion to all affected property owners and residents.

Policy LU3.2: Provide information to the public about city programs or projects through the use of the community newsletter, the government access television channel, direct mailings, signage, and/or other means.

Policy LU3.3: Encourage the creation of neighborhood organizations to assist residents in their efforts to enhance the area in which they live and to help citizens effectively participate in city decision-making processes.

Policy LU3.4: Consider the establishment of a community design center to offer interested citizens a public space to create, display, and discuss design concepts for the community.

GOAL LU4: Preserve opportunities for high quality, diversified life styles within the community's residential neighborhoods.

Policy LU4.1: Establish a mixture of residential densities in the community.

Policy LU4.2: Protect the unique characteristics of established neighborhoods from intrusion by incompatible uses.

Policy LU4.3: Encourage, where feasible, the location of elementary schools, parks, and commercial services in proximity to all neighborhoods.

Policy LU4.4: Buffer lower-density residential uses from the adverse and incompatible effects of commercial and higher residential density development through such means as topographic barriers, increased setback re-

quirements, landscaping, and sight-obscuring screens.

Policy LU4.5: Promote maintenance of private property in a neat, attractive condition.

Policy LU4.6: Limit the number of occupants per household to minimize adverse neighborhood impacts that can arise when large groups of individuals reside within a single housing unit.

Policy LU4.7: Provide for innovative design in residential development, including alley access, reduced front setbacks, and smaller lots.

Policy LU4.8: Require ample landscaping and recreational areas for high-density housing.

Policy LU4.9: Explore a process to require approval of a master plan for phased developments rather than approving subdivisions or other proposals piecemeal.

Policy LU4.10: Permit accessory living units in all residential zones, so long as adequate access, parking, and private open space can be provided.

Policy LU4.11: Allow home occupations which will not create a nuisance for neighbors.

Policy LU4.12: Allow for the siting of manufactured homes on individual lots in some residential zoning districts.

Policy LU4.13: Ensure that high density residential areas have convenient access to major transportation access routes.

GOAL LU5: Strengthen and enlarge the economic base of the community by providing commercial areas that offer a variety of goods and services in settings that are readily accessible and attractive.

Policy LU5.1: Maintain the central business district of Pullman as the key commercial district to serve Pullman and other communities.

Policy LU5.2: Promote the development of clustered commercial facilities which will support and encourage use of a range of transportation methods.

Policy LU5.3: Promote commercial development that is attractive, pedestrian oriented, and accessible by several modes of transportation.

Policy LU5.4: Allow for the controlled use of city rights-of-way for private purposes (e.g., sidewalk cafes, farmer's market) to enhance the vitality of the downtown area.

Policy LU5.5: Allow residential uses above the first floor in commercial areas.

Policy LU5.6: Encourage shared driveway access to parking for adjacent businesses to improve traffic flow in commercial areas.

Policy LU5.7: Improve the appearance of existing commercial areas, including signs, landscaping, parking areas, and public facilities such as sidewalks.

Policy LU5.8: For all commercial and office development, require the establishment of a clearly distinguishable, attractive pedestrian access from adjacent public street(s) that is separated from vehicular access and parking.

Policy LU5.9: Permit neighborhood commercial development in high-density residential areas so long as it caters primarily to immediate neighborhood residents, and the development is designed and operated to be compatible with the neighborhood.

GOAL LU6: Strengthen and enlarge the economic base of the community by encouraging non-polluting businesses that provide high-wage jobs and produce high value products.

Policy LU6.1: Cooperate with the Port of Whitman County, the Palouse Economic Development Council, the Chamber of Commerce, and other interested parties to develop a coordinated approach to industrial recruitment.

Policy LU6.2: Establish a variety of attractive locations for industrial development.

Policy LU6.3: Encourage in particular the development of non-polluting research-related, product development, or agriculture-related industries in the City of Pullman.

Policy LU6.4: Provide attractive design and landscaping for all industrial development to fit into the area where it is located.

Policy LU6.5: Reserve industrial districts for industrial uses, and ancillary or supportive commercial services.

Policy LU6.6: Improve the appearance of established industrial areas.

Policy LU6.7: Assure that industrial sites are located on or near arterial streets; if the location is near an arterial, access should not pass through a residential district.

GOAL LU7: Promote safe and efficient use of the Pullman-Moscow Regional Airport by minimizing land uses that may be incompatible with airport operations.

Policy LU7.1: Preserve the safety of airport functions by restricting the penetration of any new object or structure into the facility's air space, as defined by federal aviation regulations.

Policy LU7.2: Allow new land uses in the vicinity of the airport that are compatible with applicable aircraft safety and

noise guidelines; for this purpose, maintain an airport environs overlay district as part of the city's development regulations.

Policy LU7.3: Follow the recommendations of the adopted Pullman-Moscow Regional Airport Master Plan in regulating land use in the vicinity of the airport.

GOAL LU8: Protect, enhance, and wisely utilize Pullman's natural resources.

Policy LU8.1: Encourage surface grading of development sites that, to the extent possible, follows the contours of the existing terrain to protect the character of the landscape.

Policy LU8.2: Prevent soil erosion to the greatest extent possible. Construction sites should be managed to minimize erosion, and landscaping should be installed to prevent longer-term problems.

Policy LU8.3: Coordinate with other jurisdictions in the area to maintain an adequate supply of ground water for the community's potable water needs.

Policy LU8.4: Protect and enhance the water quality, habitat value, and beauty of all perennial streams and rivers in the city. Cooperate with neighboring jurisdictions on regional water quality issues.

Policy LU8.5: Protect and maintain the environmental quality of Pullman's public areas.

Policy LU8.6: Encourage energy-efficient site planning, design, and construction.

Policy LU8.7: Protect the agricultural economic base of Whitman County by defining an appropriate area for urban use.

Policy LU8.8: Maintain or improve air quality in Pullman.

Policy LU8.9: Establish programs to plant and maintain trees throughout the city.

GOAL LU9: Preserve wetlands, riparian areas, and significant plant and wildlife habitat.

Policy LU9.1: Discourage development in or near wetlands, riparian areas, and significant plant and wildlife habitat sites which would adversely affect the size or functioning of the resource area. Development of property containing these designated critical areas should:

- avoid impacts to the critical area if at all possible
- mitigate for unavoidable impacts on-site and near the affected resource

- mitigate for unavoidable impacts off-site only as a last resort.

Policy LU9.2: In order to maximize the functional value of wetlands and other significant habitat sites, encourage protection of larger, continuous areas rather than isolated pockets of habitat.

Policy LU9.3: Control storm water runoff and provide treatment to prevent contamination of local streams from erosion, urban development, or livestock.

Policy LU9.4: Encourage private owners of stream channels to maintain the riparian area in vegetative cover and remove trash.

GOAL LU10: Protect lives and property through proper management of resources and by limiting development in hazardous areas.

Policy LU10.1: Protect the aquifer, the city's water source, from contamination in order to assure a safe public water supply; coordinate aquifer protection regionally.

Policy LU10.2: Carefully manage development in flood hazard areas. Development proposed in or adjacent to designated flood hazard areas shall demonstrate that lives and property at the subject site and at upstream and downstream properties will not be significantly affected by the development.

Policy LU10.3: Discourage development on steep slopes and geologically hazardous areas. Development proposed for steep slopes shall use the best available means to demonstrate that the lives and property of residents or users of the development and adjacent properties will be adequately protected.

GOAL LU11: Minimize flood damage to private and public property.

Policy LU11.1: When remodeling is being proposed to structures located in the floodplain, require floodproofing measures.

Policy LU11.2: Where possible, restore channel capacities, and natural stream and riparian area functions.

Policy LU11.3: Prevent the creation of storm water drainage patterns which will overload the city's storm drainage system.

Policy LU11.4: Encourage the use of bio-engineering techniques to protect stream banks from erosion.

Policy LU11.5: Coordinate floodplain land use efforts with the county so that floodplain uses are compatible with city poli-

cies and codes if and when they are annexed.

GOAL LU12: Promote multiple use of floodplain areas.

Policy LU12.1: Encourage private landowners to maintain the floodplain as open space, in natural vegetative cover.

Policy LU12.2: Encourage bicycle/pedestrian easements along streams.

Policy LU12.3: Encourage restoration of native vegetation to riparian areas.

Policy LU12.4: Consider the development of a wetlands mitigation bank in order to maximize the functional values of individual wetlands mitigation.

GOAL LU13: Preserve shoreline areas, while assuring public access to the water.

Policy LU13.1: Protect public access to the shorelines. Review of all private and public developments should consider and provide for public access as close to the water as possible, consistent with protection of environmental resources and water quality.

Policy LU13.2: Protect and enhance public views of the shoreline area from adjacent upland areas, consistent with the need to protect environmental resources (including vegetation).

Policy LU13.3: Preserve the natural character of the shoreline. Ensure that public and private development, including public access and recreational development, minimizes disturbance of environmental resources and shoreline ecosystems.

Policy LU13.4: Encourage the use of native plant materials in restoration of shoreline areas or landscaping development within the shoreline area. Protect areas of native vegetation.

Policy LU13.5: Encourage the design and use of naturally regenerating systems of erosion control and water quality treatment in shoreline areas.

Policy LU13.6: Ensure that all shoreline uses are located, designed, constructed, and maintained to minimize adverse impacts to water quality and fish and wildlife resources.

Policy LU13.7: Encourage development of trails along the city's streams. All trails should be designed to protect environmental resources and minimize adverse effects to water quality.

GOAL LU14: Protect and preserve resources that contribute to the history of Pullman and the surrounding area.

Policy LU14.1: Work with property owners, neighborhood associations, the Whitman County Historical Society, and government agencies to identify, document, restore, and preserve historic sites and/or areas.

Policy LU14.2: Ensure that sites and/or areas of significant historic value are not disturbed or destroyed through any action of the city, or through any action permitted by the city, unless it can be demonstrated that such disturbance or destruction is in the best interests of the community.

Policy LU14.3: Retain the historic appearance of the downtown area and encourage residents and business owners to take pride in their own and the city's history.

Policy LU14.4: Allow for flexibility in city standards (such as off-street parking requirements) when designated historic places are being redeveloped.

CHAPTER SIX
HOUSING ELEMENT

BACKGROUND

The Pullman housing market has fluctuated widely during the past twenty years, for both owner-occupied and renter-occupied dwelling units. The oversupply of housing stock in the early and mid-1980's resulted in a "buyer's" market, where housing costs remained relatively low. In subsequent years, population growth absorbed the housing supply and created a shortage that significantly raised housing costs. In 1999, there appears to be a greater balance between supply and demand, and costs, while higher than those in surrounding communities, are becoming more stable.

It is no surprise that the single greatest factor affecting the Pullman housing market is the WSU student population. Others contributing significantly to market demand for housing include staff and faculty from WSU, other professionals, business owners, laborers, and retirees.

WSU currently maintains an inventory of on-campus housing, consisting of dormitories, fraternities, sororities, and apartments. Also, the university requires freshmen to live on campus. Housing for WSU students (in the form of apartments or single family homes occupied by groups of students) makes up a substantial part of housing demand in Pullman. The spillover into adjacent neighborhoods has caused conflicts over parking and maintenance of single family homes. These conflicts may increase if WSU enrollment increases as expected over the next twenty years, unless care is taken to manage the growth. Where possible, new student housing construction should occur in areas where existing single family neighborhoods are not affected, adjacent to campus, and with easy access to bus service.

Neighborhood character and the sense of community that comes from it must be protected when the construction of large apartment complexes is allowed adjacent to single family neighborhoods. The appearance of newly constructed housing should complement or enhance the appearance of the neighborhood where it is located. Residents would like to see more attention paid to appearance and neighborhood compatibility in the design of new development.

Housing development affects the quality of life experienced in the city's neighborhoods, and should be undertaken only with a clear understanding of future impacts. Anticipating and mitigating the impacts resulting from new housing construction should become an integral component of every development proposal considered by the city.

The city's existing housing stock is an asset worth preserving. Thus, the neighborhoods created from this housing stock should be protected from development which does not complement neighborhood character. Rehabilitation of existing dwelling units (especially those which may have historical value) should be encouraged through public and private programs. The city should commit a portion of its resources to providing or up-

grading infrastructure in neighborhoods where significant private investment occurs.

Infill housing proposed within existing neighborhoods should, above all else, be of a size and scale to complement the character of the neighborhood. Housing development at higher densities may be possible, but only if such development is appropriately designed and buffered where it abuts lower densities. No new housing at any location within the city should rely on on-street parking.

City residents have a wide variety of incomes, family living situations and housing needs. Local housing policies should encourage the construction of a range of housing types suitable to meet these varied needs. Such policies may include more flexible regulations (including provisions for mixed-use developments), innovations in financing programs, streamlined permit processing, and other appropriate actions.

Land use policies should also reflect the need for a greater variety of housing types. Appropriate areas should be designated for higher-density housing development, where such development will not have an impact on existing neighborhoods. In designating these new areas, the city's ability to deliver and maintain cost-effective infrastructure should be a top consideration. The establishment of minimum, as well as maximum residential densities, would help to ensure a high return on infrastructure investment.

Land use policies outside city limits, but within the city's urban growth area, can affect the city's ability to achieve its goals. The city and county should enter into an agreement as to the use of land in adjacent areas to attempt to control inefficient development and clearly distinguish urban areas from adjacent farmland.

HOUSING GOALS AND POLICIES

GOAL H1: Preserve and rehabilitate existing residential districts.

Policy H1.1: Coordinate the plans, programs, and policies of all city departments to protect neighborhood livability.

Policy H1.2: Provide infrastructure (streets, paths, parks, and community facilities) appropriate to the character of the neighborhood.

Policy H1.3: Support and participate in programs run by non-profit agencies that assist households in maintaining and upgrading their property.

Policy H1.4: Work to eliminate safety hazards in the existing housing stock. Thoroughly publicize the city's voluntary housing inspection program.

Policy H1.5: Reduce the supply of substandard housing units through code enforcement, rehabilitation, and new construction.

Policy H1.6: Encourage rehabilitation and preservation of historic housing.

Policy H1.7: Ensure that health and safety standards, as well as

off-street parking requirements, are met when single family homes are converted to multi-family rental use.

Policy H1.8: In order to address the condition of rental housing, consider the use of a license issued on an annual basis to owners of rental residential property.

GOAL H2: Encourage housing in a range of types and prices suitable for all social and economic segments of Pullman.

Policy H2.1: Meet low- and moderate-income housing needs through the rehabilitation of existing housing and new construction of affordable units.

Policy H2.2: Minimize regulations and permit processing procedures to reduce the cost of new housing while protecting the public health, safety, and welfare.

Policy H2.3: Develop flexible regulations and departmental processing procedures to encourage experimental construction and financing techniques that reduce the cost of housing while maintaining or improving the residential character of the city.

Policy H2.4: Provide assistance programs for elderly, low-income residents and disabled persons.

Policy H2.5: Encourage new housing construction in a range of prices and rents to meet the projected housing demand.

Policy H2.6: Encourage housing types and programs which provide for home ownership.

Policy H2.7: Ensure that the housing needs of upper income households are satisfied by maintaining an ample supply of prime residentially zoned land, allowing flexibility in lot sizes, and supporting Whitman County in its efforts to permit carefully planned residential development in the unincorporated county area.

Policy H2.8: Monitor housing availability and vacancy to ensure that there is an adequate supply of housing in a range of prices.

Policy H2.9: Prevent discrimination in housing to assure that unrestricted access to housing is available to the community.

Policy H2.10: Encourage housing in upper stories downtown or as a part of new commercial development.

Policy H2.11: Disperse low- and moderate-income housing and special needs housing throughout the community so that these units are not concentrated in one particular area.

Policy H2.12: Encourage communication and cooperation between the city, WSU, and the private housing sector so that the housing needs of the WSU population can be met effectively.

Policy H2.13: Cooperate with WSU to meet the demand for additional affordable housing for students while minimizing the negative effects on Pullman's tax base.

Policy H2.14: Cooperate with Whitman County to conduct studies assessing the need for housing types which may be appropriate to establish in the unincorporated county area near Pullman.

GOAL H3: Provide sufficient land for new housing construction consistent with the city's ability to provide adequate infrastructure.

Policy H3.1: Utilize the Comprehensive Plan Land Use Element to guide the location of new housing.

Policy H3.2: Establish criteria for the evaluation of the suitability of sites for non-market rate and special needs housing, including access to public transportation, shopping, health services, employment centers, schools, and surrounding land uses.

Policy H3.3: Promote efficient use of land by establishing minimum as well as maximum density requirements for high density residential areas.

Policy H3.4: Maintain a large enough urban growth area to avoid artificially constraining the supply of land and increasing housing cost.

CHAPTER SEVEN
TRANSPORTATION ELEMENT

BACKGROUND

The existing circulation system in Pullman developed in response to the constraints of topography and the modes of travel at the time. Population growth in the past five years has increased traffic congestion, particularly at key intersections. Another significant concern is the increase in travel through residential neighborhoods. Residents would like to see these problems solved and provision made for encouraging the use of modes of travel other than the automobile.

Transportation has long been identified as an element critical to Pullman's future quality of life. Pullman's future transportation system must meet the varied needs of all of its citizens. The transportation network should include the following:

- streets which convey people and goods quickly and efficiently;
- sidewalks and pathways that are safe and pleasant for pedestrians to use;
- safe and efficient bicycle routes;
- a convenient, easy to use transit system; and
- air, rail and highway links to the outside world.

Land use, housing and other elements of this plan are closely linked to transportation. For example, housing densities help to determine whether a transit system will be cost-effective to operate. Also, convenient neighborhood-based retail can encourage walking and minimize vehicle congestion on collector or arterial streets. Encouraging people to use alternative ways of getting around will become more and more important as the city grows and the traffic increases.

Impacts on streets should be considered whenever new development is proposed. To the greatest extent possible, the costs associated with these impacts should be borne by the new development.

On busy streets, turning movements create conflicts which result in increased traffic congestion. These turning movement conflicts can be minimized by controlling or limiting points of access to these streets. Wherever possible, development should be designed to share access with its neighbors. Alleys are another way to reduce conflict on streets.

Properly maintained streets improve the flow of traffic. They also help to create a more pleasant visual environment. In order to maximize the impact of planned improvements, a regular street maintenance program should also include a maintenance schedule for adjacent public amenities such as signs, landscaping, and street furniture.

Much of the city's traffic congestion can be traced to vehicles using State Routes 27 and 270 to pass through the city. The city should continue to explore the feasibility of constructing one or more bypass routes in order to keep regional traffic, including truck traf-

fic, out of the downtown area and create more options in the central business district for transportation routes, on-street parking, and sidewalks. The city should continue to encourage the Washington State Department of Transportation to take a lead role in making a bypass route a priority in the state budget. Until a bypass is constructed, the city should continue to establish a "ring route" around the municipality. This route, consisting of such streets as Terre View Drive and Bishop Boulevard, provides an alternative to the use of major arterials intersecting the central part of the city.

The city's transportation planning efforts should strive for a greater balance among different modes of transportation. The pedestrian/bicycle plan previously approved by the city can be an important tool in promoting nonmotorized forms of transportation. The city should continue its efforts to provide pedestrian and bicycle routes that are well-maintained and safe. A key element in promoting greater bicycle and pedestrian activity is public education. The city's system of trails should be publicized, and efforts to expand the system should be explored through a variety of methods. Maintenance of the system should also be a high priority.

The operation of a safe, convenient transit system is important to the community, and such a system has been in place in Pullman since 1979. Public transit reduces traffic congestion by providing an attractive alternative to automobile use. The transit system provides easy access to work, schools, or shopping and also provides mobility to those for whom automobile ownership is not an option.

There are many ways that land development policies can promote the safe, efficient, and affordable operation of a public transit system. Street design standards that provide for bus pullouts, funds for bus shelters in public places, and the development of commute trip reduction plans for major employers are but a few examples of available options. The city should work with other interested parties to evaluate and implement whichever of these options are deemed appropriate.

In today's global economy, maintaining connections with the outside world is essential. Pullman is served by a regional airport which provides convenient access to major cities. It is extremely important to uphold the viability of this airport in order to maintain a strong economy in Pullman and the surrounding region.

The airport's location on the outskirts of the community has allowed it to peacefully coexist with its neighbors, but development pressures can change that situation in relatively little time. The city's land use policies should only allow developments in this vicinity which are compatible with the airport and consistent with the airport's master plan to ensure that future airport expansion opportunities are not restricted.

Whitman County's economy relies upon the availability of rail freight service for the transport of goods to and from the community. Maintenance of the existing rail infrastructure is less important to the continued health of the local economy, but availability of rail is attractive to some industries. Rail freight service also reduces truck traffic through the city.

One of the greater challenges affecting the quality of life for city residents is the problem of where to put cars when they are not being used. While this problem affects all areas of the city to some degree, it is particularly endemic to College Hill. The lack of adequate off-street parking is exacerbated during the winter months, when heavy snowfalls can further limit parking availability. A two-pronged approach to the issue will involve examining alternatives to solve existing problems, while taking steps to ensure that new development does not increase these problems. At a minimum, development regulations should require that adequate off-street parking be built as a component of all new development.

New parking facilities should be both functional and attractive. They should be graded, surfaced, and maintained in a manner that minimizes storm water drainage problems. They should also be landscaped, with emphasis placed on perimeter landscaping.

The resolution of problems related to existing on-street parking, especially in the College Hill neighborhood, will require serious effort by all affected parties. The city should take a lead role in bringing the parties together to explore available options and implement proposed solutions.

DESCRIPTION OF TRANSPORTATION PLAN

In order to provide for safe and efficient circulation in the Pullman area, this Comprehensive Plan sets forth a transportation plan for the community's future access needs. This plan is based on existing and projected population and employment figures, land use, regional traffic patterns, and citizen interests. This transportation plan is represented graphically by means of two maps: one for vehicular traffic (the Arterial Street Plan Map) and the other for nonmotorized modes of transportation (the Pedestrian/Bicycle Circulation Plan Map). Together, these maps present the city's objectives regarding circulation within the community.

Arterial Street Plan Map

The Arterial Street Plan Map is depicted as Figure 7-1. This map shows existing and proposed major, secondary, and collector arterials, as well as existing local access streets. A description of this map follows.

A. Bypass Alternatives

The north bypass would connect U.S. 195 to SR 270 along the northern city limit boundary, with interchanges at North Grand Avenue and the proposed Coliseum Road (designed to access WSU). The city of Pullman, Port of Whitman County, and WSU have expressed interest in potentially taking the lead in constructing portions of a north bypass alternative, but no action has yet been taken in this regard. The Washington State Department of Transportation (WSDOT) purchased the right-of-way for the north bypass many years ago. However, present state transportation improvement funding limitations make it highly unlikely that the north bypass will be constructed within the foreseeable future.

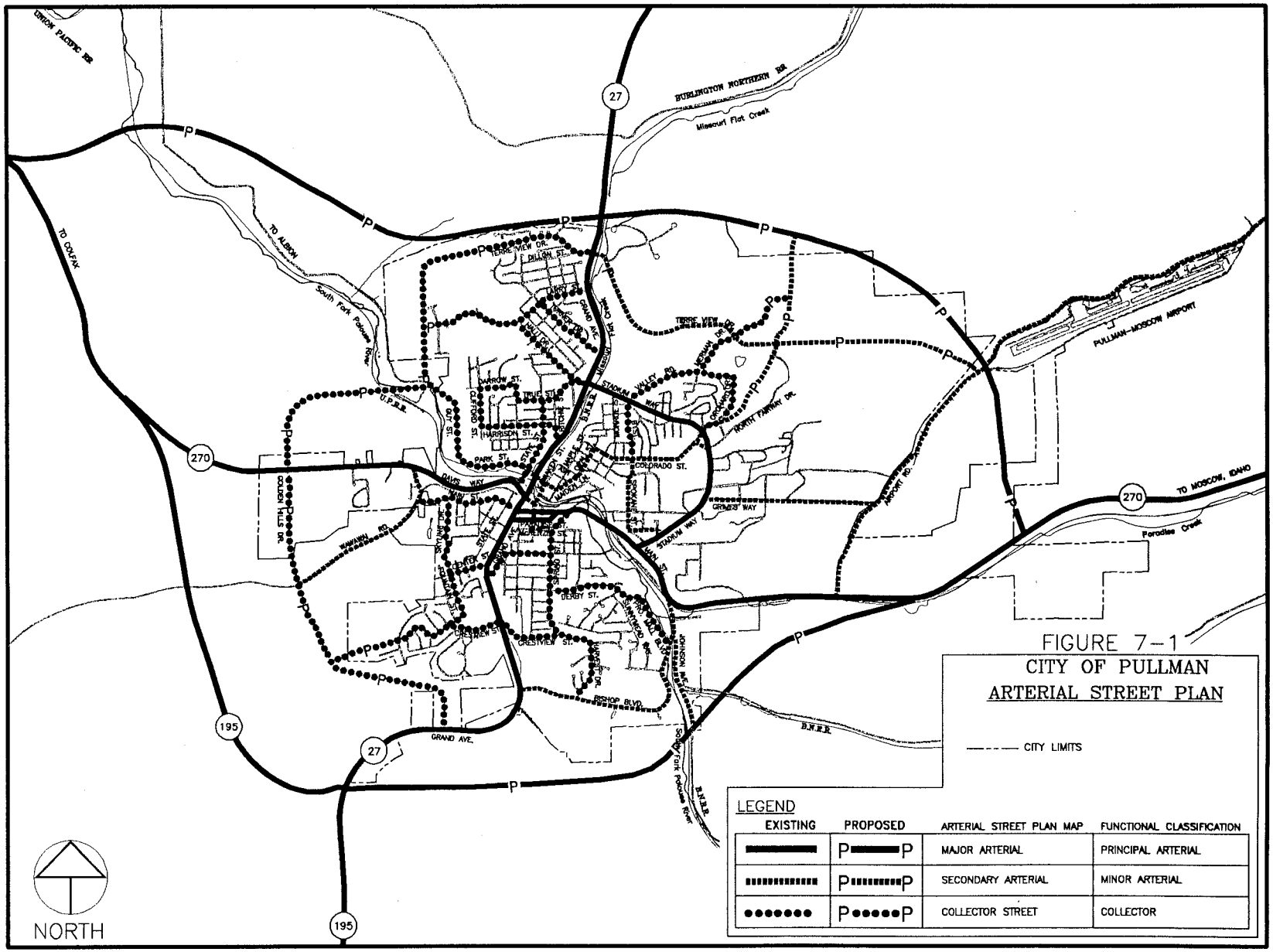


FIGURE 7-1
CITY OF PULLMAN
ARTERIAL STREET PLAN

The south bypass would also link U.S. 195 to SR 270, skirting the southern edge of town. The right-of-way for this route has not been acquired.

B. Other Major Arterials

Besides the bypass highway alternatives, there are several other streets designated as major arterials on the map. Major arterials carry large volumes of traffic (sometimes more than 15,000 vehicles per day) between various sectors of the city. In addition to locally generated traffic, these major arterials provide access for all vehicles traveling through Pullman to neighboring cities. Existing major arterials in the Pullman area are SR 270 (Davis Way/Main Street), SR 27 (Grand Avenue), U.S. 195, and Stadium Way.

In the mid-1990's, the WSDOT widened SR 270 (Main Street) between Spring Street and Forest Way. Continuing this expansion of SR 270 to four lanes between Pullman and Moscow has been a long-desired goal of many in the community. Funding for this project could be forthcoming in the next few years depending on legislative or voter mandates. Widening U.S. 195 between Pullman and Colfax has also been discussed with WSDOT, although the prospects for such a project in the near future are dim.

C. Secondary Arterials

Secondary arterials generally serve as links between major arterials and collector streets. They carry a moderately large volume of traffic (up to 10,000 vehicles per day). Examples of secondary arterials in Pullman are Colorado Street, Grimes Way, NE Terre View Drive, Airport Road, and Bishop Boulevard. The latter three roadways comprise the city's proposed "ring route" network on College and Pioneer Hills, helping to provide an alternative to the use of major arterials in town.

D. Collector Streets

Collector streets carry traffic between local access streets and secondary and major arterials, primarily providing access to residential neighborhoods. These streets usually convey upwards of 5,000 vehicles per day. Unlike major or secondary arterials, collector streets are most often constructed by private developers as part of new residential subdivision projects. Examples of collector streets are Harrison Street, Larry Street, Valley Road, Spring Street, Derby Street, Crestview Street, Golden Hills Drive, and NW Terre View Drive. The latter two roads (now only partially constructed) constitute the city's "ring route" links on Sunnyside Hill and Military Hill, respectively.

E. Local Access Streets

Local access streets are shown as the network of non-designated roads on the Arterial Street Plan. These routes provide a connection between collector streets and individual homes and businesses. Like collector streets, they are normally constructed by private developers.

Pedestrian/Bicycle Circulation Plan Map

The Pedestrian/Bicycle Circulation Plan Map is shown in Figure 7-2. This map displays a coordinated system of routes for both pedestrian and bicycle travel.

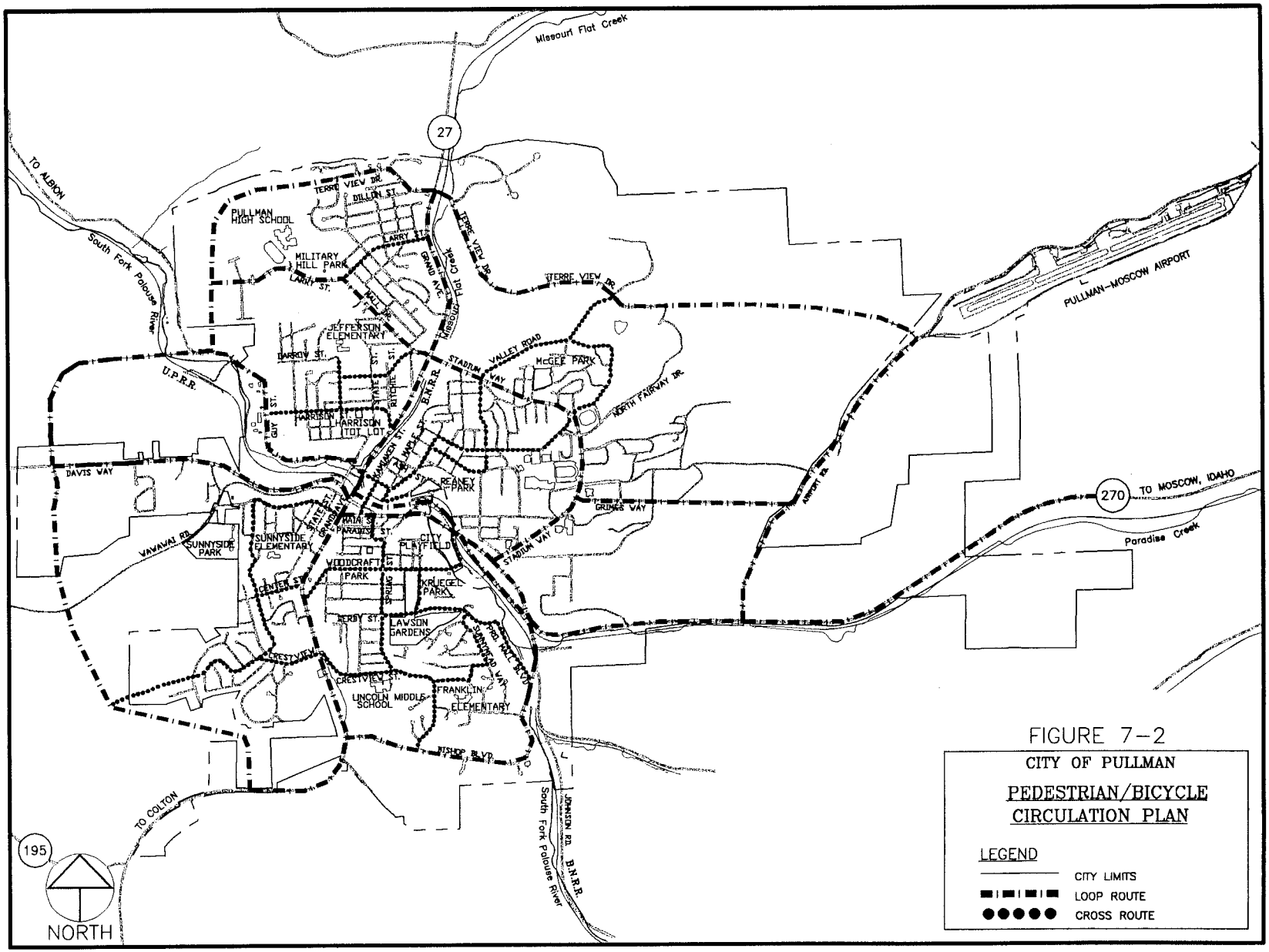


FIGURE 7-2

CITY OF PULLMAN

PEDESTRIAN/BICYCLE CIRCULATION PLAN

LEGEND

- CITY LIMITS
- LOOP ROUTE
- CROSS ROUTE

The network of "cross routes" established on the Pedestrian/Bicycle Circulation Plan Map links the major activity centers in the community (such as schools, commercial districts, and parks) to help provide convenient and direct access for pedestrians and bicyclists. Of particular interest is the need to provide connections to the extensive system of pathways on the WSU campus. The plan also calls for more circuitous "loop routes" in each quadrant of the city to serve the interests of those who enjoy walking or bicycling for purely recreational purposes. The Pedestrian/Bicycle Circulation Plan calls for the establishment and/or maintenance of appropriate improvements along these cross and loop routes to facilitate nonmotorized transportation. Depending on the situation, these improvements may be provided by either governmental agencies or private developers.

For pedestrians, the city requires sidewalks along designated routes to be seven feet wide on arterial streets and four and a half feet wide on all other streets. Paths in open space areas (where no streets exist) are to be constructed at a minimum width of eight feet.

To provide for bicycle travel, three different categories of bikeways (Class I, II, and III) are envisioned for the routes on the pedestrian/bicycle network. Class I bikeways are designed for the exclusive use of bicycles and other nonmotorized forms of transportation. These paths are to be constructed at a minimum of eight feet in width. Class II facilities are bike lanes which are designated on a road surface with appropriate markings. These bike lanes have a minimum width of five feet. Class III bikeways, or bike routes, are shared roadways where bicycles and motor vehicles use the same street surface without designating specific portions of the road for either type of vehicle. Roadside "BIKE ROUTE" signs identify this type of bikeway.

Implementation of Transportation Plan

Implementation of this transportation plan is achieved through adoption of policies, programs, and ordinances; attainment of financing for improvements; acquisition of permits and environmental approvals; and design and construction of projects. As noted above, some of the improvements will be constructed by the city or another governmental entity and some of the improvements will be built by private developers in compliance with the city's regulations.

The primary means by which major transportation projects are accomplished is through the city's Transportation Improvement Program (TIP). The TIP, approved annually by the City Council, presents proposed capital expenditures for the upcoming six-year period. A significant source of funding for the TIP is the city's arterial street fund, which includes transfers of state gas tax and motor vehicle excise tax dollars. In addition, state and federal grant moneys are sometimes acquired to finance major projects. The city's street fund supplies the appropriate percentage of matching funds typically required from state and federal funding sources.

TRANSPORTATION GOALS AND POLICIES

GOAL T1: Provide facilities, access and circulation for all land uses to ensure free and safe movement of people and goods.

Policy T1.1: Promote safe, energy-efficient methods of transportation.

Policy T1.2: Design transportation facilities to minimize through traffic intrusions into residential areas and unsafe traffic movements.

Policy T1.3: Provide transit service to connect residential areas to employment and activity centers and encourage transit use through publicity and special programs.

Policy T1.4: Institute access control policies to improve safety and circulation on busy streets.

Policy T1.5: Maintain city streets in good condition to facilitate safe and efficient travel in all seasons of the year.

Policy T1.6: Improve the appearance of city streets by repairing them regularly and maintaining landscaping and signs.

Policy T1.7: As far as possible, require that new development bear the cost of mitigating the traffic problems it generates.

Policy T1.8: Discourage regional, through traffic in the downtown by supporting the development of bypass or ring roads.

Policy T1.9: Prevent the conversion of neighborhood collector streets to arterials if doing so would divide an existing neighborhood.

Policy T1.10: Encourage the proper setting of speed limits throughout the city to facilitate safety; enforce speed limits in a highly visible fashion.

Policy T1.11: Ensure that new subdivisions are designed to have more than one point of access at full build-out of the subdivision and adjacent area.

Policy T1.12: Where possible, limit use of cul-de-sacs in new subdivisions; promote the construction of paths at the end of cul-de-sacs in accordance with the Pedestrian/Bicycle Circulation Plan.

Policy T1.13: Direct that high traffic generating uses (e.g., schools, retail commercial establishments, large apartment complexes) be located on streets with adequate right-of-way width to accommodate increased ingress and egress traffic activities.

Policy T1.14: Explore changes to roadways or circulation in the

central portion of the city that would facilitate more efficient traffic flow.

GOAL T2: Maintain and enhance the nonmotorized transportation system consistent with the city's approved pedestrian/bicycle circulation plan.

Policy T2.1: Encourage and facilitate the use of nonmotorized transportation by educating the public and developing a network of facilities.

Policy T2.2: Enhance and expand the existing nonmotorized transportation system to link major activity centers, provide sufficient access within neighborhoods, and separate pedestrian from vehicular traffic.

Policy T2.3: Maintain nonmotorized routes in the city in good repair and remove potential hazards promptly.

Policy T2.4: Promote safety and security with regard to nonmotorized transportation through design and reconstruction of facilities and "share the road" education and enforcement.

Policy T2.5: Separate truck routes from nonmotorized routes wherever possible.

Policy T2.6: Disallow proposed street vacations unless adequate provision is made to ensure continuity of the pedestrian and/or bicycle network.

Policy T2.7: Require that all uses provide separate clearly identified pedestrian access from the public street, through parking areas, to the building.

GOAL T3: Maintain and improve transportation systems connecting Pullman to the region and the world.

Policy T3.1: Support expansion of commercial air service to the Pullman region. Avoid development of incompatible uses, roadways, or other facilities adjacent to the airport.

Policy T3.2: Cooperate with the Pullman-Moscow Airport Board to take action as necessary to maintain the viability of the Pullman-Moscow Regional Airport.

Policy T3.3: Comply with the findings and recommendations of the adopted Pullman-Moscow Regional Airport Master Plan in relation to activities at or near the airport.

Policy T3.4: Support the continued availability of rail service to transport goods (freight) to and from Pullman.

Policy T3.5: Promote the continued operation of inter-city bus transit in the area.

GOAL T4: Provide adequate, attractively landscaped parking for all developments within the city.

Policy T4.1: Require all new development to provide adequate off-street parking and loading to reduce congestion and improve safety. Encourage WSU to provide parking on and near campus for students and visitors.

Policy T4.2: Require that off-street parking areas are graded, surfaced, and maintained to avoid creating pools of standing water, causing excessive dust, or disturbing lawns and other landscaped areas.

Policy T4.3: Ensure that all off-street parking areas are attractively landscaped around the perimeter and that larger parking areas also have interior landscaping.

Policy T4.4: Establish on-street parking permit programs where appropriate, based on the characteristics of the particular neighborhood or district.

CHAPTER EIGHT
CAPITAL FACILITIES AND UTILITIES ELEMENT

BACKGROUND

Capital facilities and utilities are the basic services that the public sector provides to support land use and development – both as it currently exists and as it is anticipated to occur over the next twenty years. The Capital Facilities and Utilities Element represents one of the most important tools for implementing Pullman's Comprehensive Plan. Careful application of the goals and policies in this element will result in the provision of efficient and cost effective services for present and future residents.

The city of Pullman prepares a Capital Improvement Program (CIP) that appropriates funding for specific projects over a six-year period. The CIP is updated annually. In contrast, this Capital Facilities and Utilities Element addresses longer range trends and improvements, and includes city planning to accommodate private utilities such as telecommunications and electrical service.

Existing city water and sewage treatment facilities will need to be expanded to handle the growth expected over the life of this plan. The water system storage capacity should be expanded within the next five years. The city's wastewater treatment plant will need to be upgraded when the city's population nears 30,000. Transmission/collection lines will also have to be extended, and pump stations or lift stations may be needed as development moves into new drainage basins. In addition, some replacement of older, smaller lines will be needed.

The major issue that the city may face over the next twenty years is the adequacy of the water supply, should the Palouse region experience higher than expected growth. In any case, the continued drawdown of the aquifer is of concern to all who rely on it. The city participates on the Palouse Basin Aquifer Committee, a group comprised of representatives from governmental entities in the Pullman/Moscow area which is dedicated to conserving local ground water resources. The city will need to cooperate with this committee and other organizations to find a long-term solution to the water supply issue. Education of individual residents to promote a more sustainable development pattern and lifestyle for the city will also be needed.

In the national effort to continue to improve water quality, the standards for quality of discharge water from wastewater treatment processes continues to rise. Pullman will continue to monitor efforts to use natural methods (such as cleansing or polishing wetlands) to give final treatment to discharge water from the wastewater treatment plant. However, the scarcity of level ground and existing wetlands will make this very difficult to achieve.

Storm water runoff that is not absorbed drains to the creeks and South Fork of the

Palouse River that run through the heart of Pullman. With urban development, land that might absorb runoff is covered by impermeable surfaces such as buildings, parking lots, walkways, and streets. Less water is absorbed and more runs off to local waterways. The city has a system of curbs, gutters, and public storm sewers serving the downtown area and older residential neighborhoods. Newer development is served by a combination of on-site detention and curbs channeling runoff to storm drains and natural drainage courses. Increasingly stringent federal water quality standards for all water discharged to streams and rivers in the state may result in new restrictions on properties that currently direct runoff directly to local streams, requiring them to divert and treat runoff to meet the standards. With the emergence of storm water runoff as a major issue, it will be important for the city to direct resources towards plans and programs that will address this matter.

The city provides police and fire protection to its residents. WSU also maintains its own police and fire department. Public safety services in the community will need additional personnel and equipment in the coming years to continue to provide the same level of service to a larger population and employment base. Due to the expansion of police and fire facilities in the 1980's, no new facilities are expected to be needed for some time. The need for new facilities will be dependent on the location and type of new development in relation to the location of existing facilities.

Finally, the city will need to monitor and adjust its policies to encourage and support the efforts of private utilities to provide the highest levels of service to Pullman without compromising the appearance or functioning of the city. Wherever possible, joint use of utility easements should be encouraged, and utility upgrades should be coordinated with other work in the public right-of-way. Telecommunication facilities should be located and designed to minimize visual impacts and maximize service. Co-location of telecommunication equipment should be encouraged.

The Pullman community has become increasingly aware of the costs of growth – both direct costs, in terms of extending public facilities and services, and indirect costs, such as increasing congestion on streets, in parks, and at schools. Residents would like to see growth "pay its own way." City officials would like to find creative ways of financing needed infrastructure maintenance and expansion. The following goals address these issues.

CAPITAL FACILITIES AND UTILITIES GOALS AND POLICIES

GOAL CF1: Supply facilities, utilities, and services for all land uses to provide for public health and safety and economic well being.

Policy CF1.1: Encourage efficient, well-planned use of public buildings and property.

Policy CF1.2: Develop and maintain cost-effective, efficient public utilities.

Policy CF1.3: Ensure that adequate public facilities, utilities, and services are available to all

new development at the time it is occupied.

Policy CF1.4: Require that private developers bear the cost of extending or expanding public facilities and services to serve their developments, with the exception of those situations where it can be demonstrated that the best interests of the community are fulfilled by the city or other entity funding part or all of such public facilities or services.

Policy CF1.5: Develop a storm water management plan for the city to address existing and anticipated storm water quantity and quality issues throughout the community.

Policy CF1.6: Consider the establishment of a storm water utility fund to help defray the cost of storm water management improvements.

Policy CF1.7: Manage the city's wastewater collection and treatment system in accordance with the city's approved sewer system plans.

Policy CF1.8: Ensure the continued viability of the Pullman-Moscow Regional Airport by supporting the facility's capital needs.

Policy CF1.9: Cooperate with other jurisdictions and be creative in identifying possible sources of funding for improvements or organizing services in order to achieve cost savings and provide continued improvements in level of service.

GOAL CF2: Provide for future beneficial use of the Pullman-Moscow ground water basin without significant impact to the aquifers or degradation in the quality of the water.

Policy CF2.1: Promote a program of public education and awareness regarding ground water management issues.

Policy CF2.2: Carefully monitor and analyze ground water levels and usage data.

Policy CF2.3: Cooperate with neighboring jurisdictions, through participation in the Palouse Basin Aquifer Committee and other means, to successfully manage the region's ground water resources.

Policy CF2.4: Support the efforts of the Palouse Basin Aquifer Committee by attempting to limit annual aquifer pumping increases in Pullman to one percent of the pumping volume based on a five-year moving average.

Policy CF2.5: Continue to explore possible supplemental water sources for anticipated and potential future water use, including use of treated water from the sewage

treatment plant for landscape irrigation.

Policy CF2.6: Consider imposing mitigation measures on all water use or land use proposals which could potentially have a significant adverse impact on the ground water system.

Policy CF2.7: Manage the city's water supply and distribution in accordance with the city's approved water system plan.

Policy CF2.8: Emphasize a wide variety of water conservation efforts.

GOAL CF3: Protect the lives and property of Pullman residents from loss or damage by criminals, and enable citizens to pursue their lives in peace and safety.

Policy CF3.1: Maintain police protection at appropriate levels of service.

Policy CF3.2: Cooperate with other jurisdictions, including WSU and Whitman County, to coordinate cost-effective delivery of police protection services to the community.

Policy CF3.3: Consider public safety and crime prevention in the design of all new development.

Policy CF3.4: Encourage the development and operation of crime prevention measures such as neighborhood watches, crime prevention surveys, and block parent programs.

Policy CF3.5: Provide public access to information relating to police activity, public safety, and security.

GOAL CF4: Protect the lives and property of Pullman residents from loss or damage by fire.

Policy CF4.1: Maintain fire protection at appropriate levels of service.

Policy CF4.2: Cooperate with other jurisdictions, including WSU and Whitman County, to coordinate cost-effective delivery of fire prevention and suppression services to the community.

Policy CF4.3: Consider fire protection in the design of all new development; in particular, ensure that adequate access for emergency vehicles is provided to all structures.

Policy CF4.4: Develop educational programs about the measures that individuals can take to reduce fire risk in their homes and businesses.

GOAL CF5: Cooperate with other service providers and private utilities to ensure that efficient service is available to all parts of the city.

Policy CF5.1: Consider utility access in the design of all new devel-

opment and coordinate placement of private utilities with other private and public utilities in the best interests of public health and safety.

Policy CF5.2: Cooperate with private and semi-public utility providers to ensure that their facilities are protected from damage by adjacent land uses.

Policy CF5.3: Consolidate utility line easements as far as possible in order to enhance the amount of usable land available in the city, enhance the appearance of the community, and minimize accidental damage to utility facilities.

Policy CF5.4: Consolidate location of wireless telecommunications facilities as much as possible in order to make the most efficient use of urban land and enhance the appearance of the community.

Policy CF5.5: Encourage the development of telecommunications infrastructure capable of supporting the full range of information transfer and research demanded by residents, businesses, and the university.

Policy CF5.6: Cooperate with the school district to ensure that new school facilities are located where needed and are consistent with the city's Comprehensive Plan objectives.

Policy CF5.7: Develop joint use agreements with WSU, the school district, and others for community facilities such as parks, libraries, schools, and recreation facilities.

Policy CF5.8: Support solid waste reduction, curbside recycling, and yard waste composting.

Policy CF5.9: Consult with other service providers and ensure that impacts to their facilities and services are addressed before approving annexations or development.

Policy CF5.10: When public buildings or properties are no longer needed, consider offering them for use by other public agencies before offering them for sale or lease to private entities.

Policy CF5.11: Place utilities and telecommunications facilities underground whenever possible.

CHAPTER NINE
PARKS AND OPEN SPACE ELEMENT

BACKGROUND

Pullman's public parks and recreational facilities provide a variety of recreational opportunities to residents (see Table 3-7). These amenities are supplemented by facilities at WSU, school district properties, and the Community Center located at City Hall.

Existing park and recreation facilities in the community have a strong, positive impact upon residents' quality of life. Maintaining these facilities for the continued enjoyment of citizens should continue to be a priority.

Access to public recreation facilities is also important. In order to maximize access, the city should consider park locations when planning pedestrian and bicycle trails, and transit lines.

User fees for programs can also work to restrict access. While it is important for programs to offset their costs to the greatest extent possible, user fees should be realistically structured to ensure access by lower income residents.

Recreational programs operated by the Public Services Department have proven to be popular among city residents. These programs should continue, but the department should evaluate them on an ongoing basis, in order to assure that they continue to reflect the interests of the community.

The city's teen center, located in the Gladish Building, reaches a special segment of the population in need of positive activities. These and other programs for youth should continue to be a priority.

The development of new recreational facilities will be needed to accommodate a growing population. The city will need to explore options to ensure the financial feasibility of new recreational facilities. Some of these options may include:

- private sector sponsorship of some recreational activities
- pursuit of state, federal and foundation grants for park development or expansion
- current city revenues or bond financing
- requirements for developer contributions, such as provision of park land or payment of fees to a fund for subsequent acquisition of park facilities

Riparian corridors and other open space areas represent unique recreational opportunities. Some of these areas could be used to connect current and future parks with pedestrian and bicycle trails, for the quiet enjoyment of residents. The shoreline of the South Fork of the Palouse River holds special significance to the community, and the city should place a priority upon acquiring parcels of land along the shoreline, as they become available.

Agreements to protect sensitive areas may be possible. The city should explore the possibility of providing regulatory and financial incentives to property owners and developers, in exchange for the protection of these areas.

Although there are parks in each of the residential neighborhoods (College, Pioneer, Sunnyside, and Military Hills) and downtown, they vary in size and development. Some neighborhoods have access to fewer recreation facilities than others. In order to accommodate expected growth without reducing the level of service to existing residents, it will be important to identify new park sites and develop them in a timely fashion. Toward this end, the city has acquired separate parcels of land on Military and Sunnyside Hills to eventually establish parks at these sites.

The Public Services Department is working to maintain existing parks and continue to offer recreation programs at current levels as demand increases due to growth. However, inflation and limited city funds make this increasingly challenging. Recreation participants are increasing approximately seven percent per year, depending upon the activity. The following goals and policies are aimed to meet the rise in demand, maintain and enhance local parks and recreational opportunities, and preserve natural resources.

PARKS AND OPEN SPACE GOALS AND POLICIES

GOAL P1: Maximize the quality of life in Pullman by providing open space, trails, parks, and recreational opportunities and facilities throughout the community.

Policy P1.1: Establish level of service criteria for park land needs in the city.

Policy P1.2: Maintain flexibility about park size and facilities in order to take advantage of opportunities as they arise.

Policy P1.3: Disperse parks throughout the city to make parks available to the greatest number of people. Cooperate with public schools and other agencies to develop joint facilities where appropriate.

Policy P1.4: Attempt to acquire land for parks or recreational facilities that is accessible by public transit or pedestrian and bicycle trails.

Policy P1.5: Maintain recreation program user fees as low as possible in order to permit lower income households equal access as more affluent households.

Policy P1.6: Develop a network of recreational trails and bikeways throughout the community that will be accessible to all residents of Pullman, and offer a range of recreational challenge and scenic experience.

Policy P1.7: Cooperate with developers to provide parks and recreation facilities, including trails, at the time that development occurs in low- and

high-density residential areas.

Policy P1.8: Extend city trails to connect to regional trails.

Policy P1.9: Retain neighborhood facilities at various locations in the city to help serve the cultural, recreational, and social needs of community residents.

GOAL P2: Assure the preservation and conservation of unique, fragile, scenic, and non-renewable natural resources.

Policy P2.1: Pursue funding sources for the acquisition and improvement of shoreline parcels within the city.

Policy P2.2: Develop the river park area from City Playfield to Grand Avenue to preserve the shoreline and provide recreational opportunities.

Policy P2.3: Explore the acquisition of significant habitat areas within the city on a case-by-case basis.

Policy P2.4: Work cooperatively with property owners and land developers to protect privately owned land with significant environmental features through the use of easements, zoning conditions, land trust agreements, or other appropriate means.

Policy P2.5: Require buildings to be set back from stream channels to provide open space for riparian areas.

GOAL P3: Maintain city parks and recreational facilities in good condition.

Policy P3.1: Consider operation and maintenance costs in the design of all park improvements and recreation facilities. These costs should be considered prior to acquiring new facilities.

Policy P3.2: Maintain a nursery for annual, perennial, and shrub production to reduce the cost of park maintenance.

Policy P3.3: Consider creative solutions to the ongoing costs of maintaining parks and recreation facilities, including sponsorship by business and civic groups and WSU internships and practicums.

Policy P3.4: Maintain and expand city cemetery facilities as necessary.

Policy P3.5: Periodically review the design of existing parks and renovate park facilities to reflect changing needs and desires of residents.

GOAL P4: Complete and protect a system of green belts, centered on streams and wildlife corridors, to protect natural resources and provide passive recreation.

Policy P4.1: Attempt to restore the South Fork of the Palouse River to

a more natural appearance and function.

Policy P4.2: Protect riparian corridors along perennial streams from the adverse effects of development. Maintain a buffer of vegetation (preferably native vegetation) along all streams.

Policy P4.3: Whenever possible, establish greenways to link open space areas located in close proximity to one another.

CHAPTER TEN
IMPLEMENTATION

The previous chapters have outlined the type of community that Pullman would like to be in twenty years time. In order to achieve that vision, goals and policies for land use, transportation, housing, capital facilities and utilities, and parks and open space have been developed. These goals and policies will guide public and private investments in development, but by themselves, will not ensure that Pullman becomes the community it wants to be.

Implementation is critical to achieving the goals and vision described in this plan. Table 10-1 lists the actions needed to implement the plan and identifies the city departments or committees primarily responsible for each. Some of these implementation measures will require collaboration with other participants, including WSU, other public agencies, and private property owners and developers.

Table 10-1
Implementation of the Pullman Comprehensive Plan

Land Use Element Tasks	Responsible Agency(ies)
Revise Zoning Ordinance	Planning Department
Revise Subdivision Ordinance	Planning and Public Works Departments
Develop inter-local agreement with Whitman County	Planning Department (with county)
Amend urban growth area configuration	Planning Department
Develop street tree program	Public Services and Public Works Departments
Establish process to evaluate fiscal impacts of development & annexation	Planning Department
Develop property maintenance ordinance	Planning Department
Implement economic diversification program	Planning Department (with local economic development organizations)
Revise Engineering Design Standards	Public Works Department
Revise erosion control standards to protect riparian areas	Public Works Department
Continue South Fork of the Palouse River restoration project	Public Services and Public Works Departments
Revise Growth Management Manual	Planning and Public Works Departments
Revise Shoreline Master Program	Planning Department
Revise State Environmental Policy Act local regulations	Planning and Public Works Departments
Consider possible overlay districts	Planning Department
Acquire property as prescribed in plan	City Council
Review solid waste and litter regulations	Public Services Department

Table 10-1
Implementation of the Pullman Comprehensive Plan (continued)

Housing Element Tasks	Responsible Agency(ies)
Support housing maintenance and rehabilitation programs	Planning Department (with local, state, and federal housing agencies)
Help obtain rent/ownership assistance for households in need	Planning Department (with local, state, and federal housing agencies)
Develop historic preservation program	Planning Department
Prepare suitability criteria for siting non-market rate housing	Planning Department
Review regulations and permit processing procedures	Planning and Public Works Departments
Monitor housing availability	Planning Department
Transportation Element Tasks	**Responsible Agency(ies)**
Adopt access control policies	Public Works Department
Establish permit parking in areas around WSU	Police and Public Works Departments (with WSU)
Develop impact mitigation program	Public Works and Planning Departments
Facilitate use of alternative transportation modes	Public Works Department
Complete bicycle path system	Public Works Department
Complete pedestrian path system	Public Works Department
Develop Transportation Improvement Program	Public Works Department and Capital Improvement Program Committee
Add off-street parking on and near WSU	Police and Public Works Departments (with WSU)
Revise off-street parking standards	Planning Department
Capital Facilities and Utilities Tasks	**Responsible Agency(ies)**
Establish impact mitigation program	Public Works and Planning Departments
Develop groundwater supply and quality monitoring program	Palouse Basin Aquifer Committee and Public Works Department
Update Water System Master Plan	Public Works Department
Update Sewer System Master Plan	Public Works Department
Educate on water conservation	Palouse Basin Aquifer Committee and Public Works Department
Promote neighborhood watch programs	Police Department
Increase education on fire protection	Fire Department
Adopt utility co-location policy	Public Works Department
Improve recycling program	Public Works and Planning Departments
Plan for and expand the sewage treatment plant capacity	Public Works Department
Plan for and expand water storage capacity	Public Works Department
Prepare storm water management plan	Public Works Department
Develop Capital Improvement Program	Planning Department and Capital Improvement Program Committee

Table 10-1
Implementation of the Pullman Comprehensive Plan (continued)

Parks and Open Space Element Tasks	Responsible Agency(ies)
Establish minimum park land standards	Public Services and Planning Departments
Complete recreational trail network	Public Services Department
Retain neighborhood facilities	Public Services Department
Develop South Fork of the Palouse River trail	Public Services Department
Establish open space requirements for new development	Public Services and Planning Departments
Maintain landscape nursery	Public Services Department
Update Parks and Recreation Plan	Public Services Department

- minimize land uses in the vicinity of the local airport that may be incompatible with airport functions
- conserve the community's natural resources
- improve the overall quality of local streams and shoreline areas
- carefully manage activities in or near flood hazard areas and steep slopes
- enhance community appearance
- protect historic resources
- facilitate strong public participation in all land use matters

CHAPTER SIX: HOUSING ELEMENT

The provision of safe and affordable housing within a comfortable neighborhood is a fundamental aspect of a healthy community. This Housing Element presents several objectives designed to advance this theme. The goals and policies contained in this chapter are summarized as follows:

- support programs designed to improve housing conditions in the city
- promote affordable housing in the community through a variety of means
- provide sufficient vacant residential land in the city for new housing construction
- consolidate community efforts to protect neighborhood livability
- encourage housing in the upper stories of downtown buildings
- coordinate with WSU and private developers in order to meet the demand for student housing without adversely affecting Pullman's property tax base
- prevent discrimination in housing

CHAPTER SEVEN: TRANSPORTATION ELEMENT

The Transportation Element recognizes the critical role that transportation plays in the functioning of a community. This chapter includes maps depicting plans for vehicular and pedestrian/bicycle routes in the Pullman area. The goals and policies in this element include the following:

- facilitate the use of multiple travel modes (walking, bicycling, mass transit, motor vehicle, rail, and aircraft)
- support the development of bypass highways and ring roads to provide an alternative to the use of major arterials intersecting the central part of the city
- institute motor vehicle access control policies to improve circulation on busy streets and within neighborhoods
- maintain city streets, sidewalks, and paths in good condition
- enforce speed limits on city roadways in a highly visible fashion

- take action as necessary to maintain the viability of the local airport

- provide adequate off-street parking in all areas of the city

CHAPTER EIGHT: CAPITAL FACILITIES AND UTILITIES ELEMENT

Capital facilities and utilities are the basic services furnished to support land use and development in a community. This element underscores the importance of these services through the following goals and policies:

- supply cost-effective and efficient facilities, utilities, and services to all existing and new land uses within the city

- manage the city's water and sanitary sewer systems in accordance with approved plans

- develop a storm water management plan for the city and consider the establishment of a storm water utility fund

- wisely utilize ground water resources

- provide optimal police and fire protection services to protect lives and property

- cooperate with such entities as telecommunications companies, other private utility providers, and the school district to ensure good quality service is furnished with minimal adverse impact on the community

CHAPTER NINE: PARKS AND OPEN SPACE ELEMENT

Parks and open space add substantially to the quality of life in a community. The goals and policies included in the Parks and Open Space Element are summarized as follows:

- provide open space, trails, parks, and recreational opportunities throughout the city for the enjoyment of community members

- create level of service criteria for park land needs in the city and coordinate with developers to provide parks in neighborhoods experiencing growth

- cooperate with the school district and others to develop joint facilities where appropriate

- maintain city parks and recreational facilities in good condition

- retain neighborhood facilities to serve residents' recreational and cultural needs

- maintain and expand city cemeteries as necessary

- assure preservation of unique and fragile natural resources

CHAPTER TEN: IMPLEMENTATION

A comprehensive plan is a general policy document and cannot be used as a direct enforcement tool. Therefore, other methods must be devised to implement its provisions. Chapter 10 sets forth how this Comprehensive Plan revision will be put into effect. This chapter identifies the various regulations (e.g., zoning code, subdivision ordinance), programs (e.g., housing rehabilitation, community beautification), and funding mechanisms (e.g., capital improvement program, transportation improvement program) that should be amended and/or utilized to implement the goals and policies of this plan revision.